

Law Enforcement News

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What's killing America's cops? Mostly themselves, according to new study

Police are eight times more likely to commit suicide than to be killed in a homicide, and are three times more likely to commit suicide than to die in job-related accidents, according to a recent study by researchers at the University of Buffalo-State University of New York, which is said to be one of the few empirical analyses of police officers' risk of suicide, homicide and accidental death.

The study, which researchers say is also the first to compare police officers' suicide risk to that of other municipal employees, found that police commit suicide at a rate up to 53 percent higher than other city workers, according to the study's lead author, John Violanti, a 23-year veteran of the New York State Police who is now an assistant clinical professor of social and preventive medicine at the university.

Supported by a grant from the National Institute of Mental Health, the study analyzed the deaths of Buffalo police officers and those of other city workers caused by external factors un-

related to disease between 1950 and 1991. The researchers looked at 138 deaths, all of them involving white males, including those of 39 police officers and 99 other municipal workers.

An analysis by a panel of medical examiners who verified the causes of death found that 25 of the police deaths were attributed to suicide, three to homicide, six to accidents, and five were classified as undetermined. In comparison, 13 of the 99 other municipal-worker deaths were labeled suicides, four were the result of homicides, 77 were from accidents and five were classified as undetermined.

The panel later reclassified the deaths of four police officers and one municipal worker from "undetermined" to suicide, underscoring the belief that police are in a state of denial about the extent of the deadly problem, Violanti told Law Enforcement News.

The study said that police are at higher risk for committing suicide for a variety of reasons, including access to firearms, continuous exposure to

human misery, shift work, social strain and marital difficulties, drinking problems, physical illness, unending retirement, and lack of control over their jobs and personal lives.

"There's a very strong denial in policing that this is even a problem," Violanti said. "Suicide accounts for about 1 percent of deaths in the United States, and I think it's a little higher in police work. Because there are so few, police departments think that since they happen once in a while, it's really not a problem. But when you look at the risk factors, do risk-ratios between police and other occupations and compare them to other causes of death, you see that there is an increased risk. That denial needs to be broken through."

Police officers often erect roadblocks to getting help because they fear being placed on limited duty or being labeled "psychos" by colleagues, Violanti noted. Services offered by departments "are not trusted. They're looked at as not being confidential and cops are afraid to go to them because they're

afraid their careers will be ruined.... They won't go, and because they won't go, they don't get help."

Most of the victims of police suicides whose deaths have been analyzed in previous studies never sought help, he added.

Violanti said the denial of the problem "runs right through an entire organization" preventing the establishment of awareness and prevention programs. "Middle management is probably a key place to train sergeants, lieutenants and captains about how to recognize this problem," he said.

A stress-management program needs to be a key part of any effort to prevent police suicides, Violanti added. He noted that the suicide rate among New York City police officers, 12 of whom took their own lives in 1994, fell drastically following the implementation of a suicide-awareness course. "The suicide risk went down after training, and officers were better able to recognize signs of suicide, not only in themselves but in fellow officers."

Some complaints will disappear from California cops' personnel folders

Frivolous complaints against California law enforcement officers will no longer be retained in their personnel files under a new law signed by Gov. Pete Wilson.

At the same time, Wilson rejected a Senate bill that would have barred disciplinary action against public safety officers for misconduct allegations unless the complaints are investigated within a year of the alleged incident.

Assembly Bill 3434, sponsored by Republican Assemblyman George House, a 30-year veteran of the California Highway Patrol, provides that civilian complaints deemed frivolous will not stay in officers' personnel files. Instead, reports and other documents pertaining to such complaints will be kept in outer-office files, where they would be available under state discovery statutes.

The Senate bill, which Wilson rejected Sept. 30, the same day he signed the Assembly bill, would also have prohibited unfounded complaints from

being maintained in an officer's personnel file, but the Governor said he approved the Assembly version because it "takes a responsive but less speculative approach" to the issue.

Opponents of the measures, which included the American Civil Liberties Union of California, the police departments in San Francisco, Los Angeles and San Jose, and the Los Angeles Police Commission, said removing the complaints might hinder the efforts of police supervisors to track problem officers.

Wilson touched on those concerns in a letter to the Senate explaining his rejection of its Bill 282. "Disputes over interpretation of the term 'unfounded' would likely result in inconsistent application and litigation, while the term 'frivolous' provides greater potential for uniform implementation," the Governor wrote. "Senior law enforcement officials are concerned that complaints, unproven but not frivolous, will be removed from files before they might disclose a pattern of confrontations and a possible need for additional training or

discipline."

Assemblyman House, who began his law enforcement career as a police officer in Modesto, said the new law will ensure that the records of law enforcement officers will no longer be tainted by frivolous complaints, which he said are often filed by people who have been ticketed or arrested in an effort to impugn the officer's record.

"These complaints with no basis in fact do affect assignments, promotions and salary increases," he told Law En-

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Although popular, 3-strikes laws are seen as rarely used

So-called "three strikes and you're out" laws, most of which provide for life prison terms for violent offenders convicted of a third serious crime, are rarely used by the Federal Government and the 22 states that have enacted them, despite the broad popularity of such laws.

California is the only state in which the statute has been widely used, resulting in the imprisonment of thousands of repeat felons for both violent and non-violent crimes, according to the study conducted by the Campaign for an Effective Crime Policy, a national coalition of officials who support criminal justice reform and oppose politically expedient solutions to the crime problem. But California's wide application of the statute also has strained its criminal justice system, including an estimated \$4.5 billion in new prison con-

struction that will be required over the next five years.

Only nine convictions have been obtained under the Federal version of the law, which was approved in 1994 as part of omnibus anti-crime legislation, while 24 cases are pending, according to the study.

The study, said to be the first to attempt to survey the application and impact of "three strikes" laws, found that several states with the statutes, including Colorado, New Mexico, North Carolina and Tennessee, have yet to obtain a single conviction. Wisconsin, the study noted, had obtained one conviction under its "three strikes" measure.

"Most jurisdictions have drafted laws much more narrowly than California and for this reason, or because they have not seen the need, prosecu-

tors nationwide have not extensively applied three strikes legislation," the study said. The group's analysis of the laws was said to have been "hampered by variations among them which make comparisons difficult," "limited data" and "the difficulty of isolating the impact of a specific law from other factors which may affect behavior."

California has used the law to imprison 1,300 offenders convicted of third-strike felonies and over 14,000 second-strike felonies, the report said. But questions have been raised about how evenly the law is applied, the report said, noting that more than twice as many people convicted of marijuana possession (192) were sentenced under the provisions than for murder (4), rape (25) and kidnapping (24) combined.

California's zeal in using the law has

Continued on Page 14

What They Are Saying:

"The officer must make that decision out in the field. . . It's real easy for me to Monday-morning quarterback it from an office."

— Sheriff Douglas Chase of Missoula County, Mont., on a policy change that allows deputies to terminate a pursuit without being overruled by supervisors. (5:2)

Around the Nation

Northeast



CONNECTICUT — Federal District Judge Alfred V. Covello on Sept. 25 dismissed a racial-discrimination lawsuit brought against the Town of Avon, a Hartford suburb, by a former police officer who claimed that minority motorists were targeted for traffic stops. Alvin D. Schwapp Jr., who had been hired as Avon's first black police officer in 1992 and resigned less than two years later, had sued for \$15 million, alleging that he was discriminated against and subjected to a hostile work environment. Covello also threw out a separate civil rights lawsuit by three Avon police sergeants who had investigated the charge that Avon officers targeted minority motorists.

DISTRICT OF COLUMBIA — District Police Chief Larry Soulsby in late September grounded the department's helicopter unit in an effort to save nearly \$1 million. The budget for fiscal year 1997, which began Oct. 1, does not include any money for the unit. Members of the unit believe closing it is a mistake, pointing out that the most effective use of the aircraft is in high-speed chases where a suspect will often slow down when a helicopter is above him. Once the helicopters are sold, one unit officer said, the department will never have the money again to replace them.

MARYLAND — Law enforcement officials in Baltimore say that some drug dealers are now accepting meat as currency in exchange for narcotics. While there are no statistics on how widespread the trend is, grocers, community activists and drug users are all said to be aware of it. Drug users say they typically shoplift meat from supermarkets and then give it to low-level dealers in exchange for drugs. Police reportedly have been unable to determine what the dealers then do with the meat, although some speculate that the goods are being resold to smaller groceries and local residents.

Beginning Oct. 1, residents who wish to sell a gun privately are required to comply with the rules that govern sales by licensed dealers, including a seven-day waiting period and a criminal background check.

Two Prince George's County police officers may face disciplinary charges for handcuffing a suspect to a telephone pole with a note that read, "I'm wanted."

Only 4,200 marijuana plants were seized by Frederick authorities as of late September, compared with 5,092 last year. A rainy summer is said to have decreased the size of the crop.

MASSACHUSETTS — State Public Secretary Kathleen O'Toole has said that convicted sex offenders who failed to register with the state by Oct. 3 will be hunted down and jailed for up to 2½ years.

For the first time ever, a Federal court in Massachusetts may allow the admission of DNA evidence, in a rape case involving a 26-year-old woman who was carjacked in Boston last December and then driven to New Hamp-

shire and attacked. Prosecutors say DNA testing on the suspect, Paul E. Lowe, shows him to be the one who raped the woman and spit on the car window. The admissibility of the evidence was due to be ruled on in a pre-trial hearing last month.

NEW JERSEY — Lambertville police have been using a mannequin posed in a police car to get speeders to slow down. Referred to as "Officer Matthews," the dummy has been stationed at various sites since early August. The decoy works because the following day, an actual officer is sent to the same locations. Drivers never know whether a mannequin or a real officer is in the car. Police Director Albert Varga said there is even one officer who sits the same way in the car as the decoy, fooling even the locals.

Police say an Andover couple, Paul and Bonnie Stiller, were slightly injured when they tried to throw a lit stick of dynamite out their car without opening the window first. The couple had been drinking, police said.

Following a \$1.2-million Federal judgment earlier this year in a sexual harassment suit filed by Newark police Sgt. Donna Hurley, at least seven more similar suits have been filed statewide, according to The Newark Star-Ledger.

NEW YORK — Angel Diaz, the suspect in the murder of New York City Police Officer Kevin Gillespie during a shootout in the Bronx last March, was found hanged in his Rikers Island cell Sept. 5. Diaz, 27, apparently killed himself by wrapping one end of a belt around his neck, the other around the bars of the cell, and then sitting on his bunk. Authorities said he left a five-page suicide note complaining of family problems.

Prompted by the deaths each year of some 200 victims of domestic abuse, Gov. George Pataki signed an executive order Oct. 1 creating a 14-member panel to look into ways to improve the response of agencies that deal with domestic violence. Under the executive order, the state Office for the Prevention of Domestic Violence will assist in deciding which cases go through the review process. The new committee, which will be chaired by Westchester County District Attorney Jeanine Pirro, must make a written report to Pataki recommending ways to improve the system by July 1, 1997.

Federal District Judge Denny Chin has barred the state from distributing the names of sex offenders who were convicted before New York's version of "Megan's Law" took effect last Jan. 21. Chin ruled Sept. 25 that disseminating those names would violate constitutional protections against imposing extra punishment. Legal provisions requiring all sex offenders to register with local police, even those convicted before the effective date, were upheld.

Anthony Rivers, the Bronx man whose domestic dispute with his girlfriend led to the death of a New York City police officer, is back in jail after having been released in September on \$10,000 bail. Rivers' bail was revoked by the bondsman after it was disclosed that Rivers jumped bail six times in the past. The officer, Vincent Guidice, bled

to death following a struggle with Rivers, after he was pushed on to a six-foot shard of broken mirror that severed an artery. Rivers was charged with second-degree assault and criminally negligent homicide, and could serve as little as two years if convicted. Mayor Rudolph Giuliani and Gov. George Pataki said they were outraged over the low amount of Rivers' bail.

Former New York City police officer Blake Struller, 31, was sentenced to five years in prison for dealing drugs, evading taxes, and breaking into property without a search warrant. Struller, who was part of the "Dirty 30" scandal, had sought leniency by cooperating with prosecutors. However, Federal Judge Deborah A. Batts said Struller's crimes were so severe that she imposed what would be the third longest sentence so far in the corruption case.

New York City police have found three bodies in the past 15 months that have been disemboweled by dealers searching for heroin that had been packed in condoms and swallowed by couriers. Officials at the Chief Medical Examiner's office say the "swallowers" fly in from Colombia and often die of massive overdoses when the condoms break. Dealers are then slitting open the bodies to remove as many of the unbroken condoms as they can.

Acting on an anonymous tip, internal affairs investigators from the New York City Police Department began an inquiry in September into charges that female officers were secretly being watched by male officers through a two-inch hole in the women's locker room at a Manhattan police station.

Gov. George Pataki signed legislation Sept. 5 that will do away with the "Bolden rule," a legal loophole whereby fugitives can claim that the length of time it took to capture them robbed them of their right to a speedy trial. Another bill signed by Pataki would create a mandatory 15-year sentence for attacks on police officers, firefighters, and paramedics performing their duties.

An off-duty New York City police officer, Richard Diguglielmo Jr., shot and killed a man Oct. 10 in a dispute over a parking spot. The incident began when Diguglielmo's father tried to stop Charles Campbell from parking in front of his Dobbs Ferry deli. As the dispute escalated, Diguglielmo emerged from the deli and tangled with Campbell, who retrieved a baseball bat from his car trunk in what may have been self-defense. News reports say Diguglielmo then drew his weapon and shot Campbell three times.

PENNSYLVANIA — A 19-year-old Altoona man, Wesley Burggraf, shot himself in the head Sept. 23 after wounding Officer Jesse Winter II. Burggraf, awaiting trial on a burglary charge, was wanted for a parole violation.



ARKANSAS — Four Hope police officers have been placed on administrative leave pending the outcome of a

state police investigation of a February drug bust. The probe was recently widened to include the disappearance of 17 rocks of crack cocaine from an evidence envelope.

Little Rock police arrested two teenagers who stole the car of an off-duty Cammack Village police officer who also happens to be the village police chief's son. Officer J.W. Plouch, 23, was robbed Sept. 15 by two armed assailants who took his wallet, police badge, and his 1996 Chevrolet Suburban. Brett Hurvey, 15, and an unidentified 14-year-old accomplice were caught as they tried to flee on foot after wrecking Plouch's car.

Seventy-five state troopers will be hired with a \$5.6-million Justice Department grant, but the state will have to spend \$2.7 million over three years on their benefits and pay all costs after 2000. A lawsuit filed by 80 troopers over compensatory time had held up money earmarked to hire 60 troopers in 1995.

FLORIDA — Charlotte County Sheriff's Office Sgt. Danny Dansby was named Deputy Sheriff of the Year in September by the Florida Sheriffs Association. Dansby, 37, was cited for saving the life of fellow deputy Terri Slapp during a hostage incident, shooting and killing the hostage-taker.

GEORGIA — Clayton County District Attorney Bob Keller has decided not to prosecute two College Park officers in the fatal shooting of two fleeing Atlanta teen-agers, saying they acted in self-defense. Norman Bernard Stewart and Thomas Jefferson Tolbert, both 17, were shot March 8 after aiming the stolen car they were driving at Officers Ronald Fears and Bill Hester and accelerating toward them.

U.S. Customs agents are investigating Atlanta police Sgt. Preston Chambers in connection with a child-pornography sting operation. According to a search-warrant affidavit, kiddie-porn videos posted for sale on the Internet by investigators were traced to a private mail box belonging to Chambers, a 27-year police veteran. Chambers' home was searched, but he has yet to be charged.

LOUISIANA — Concerned that Jefferson Parish will lose \$3.9 million a year if video poker is outlawed in a November referendum, Sheriff Harry Lee has said he will spend \$100,000 in public money to promote the game.

NORTH CAROLINA — Fayetteville lawmen searched in September for John Delvin Brooks, 21, accused of driving off in a deputy's car after handcuffing the officer and blinding him with pepper spray. The attack occurred when Deputy Charles Parker tried to arrest Brooks for failing to show up for trial on an armed robbery charge. Brooks now faces charges of kidnapping, felony assault on an officer, and theft of county property.

SOUTH CAROLINA — The head of the state Highway Patrol, Col. James Caulder, said in September he would look into newspaper reports that troopers rarely give traffic tickets to other law enforcement officers when they are involved in accidents, even when the officers are clearly at fault. Of the 320

accidents involving law enforcement officers, only five received tick Greenville News reported. City figures from 1994, the news said that while tickets for accidents were written for 58 percent of the public, law enforcement were ticketed just 1 percent of when they were at fault.

Jefferson Police Officer James son, 33, was charged Sept. 26 with the murder of 28-year-old Jeffrey Police Chief James Beckham to elaborate on what happened the incident, but witnesses media that Jackson had stopped outside an apartment complex, brief argument, they said, Miller Jackson fired several times.

TENNESSEE — As of Oct. residents over the age of 21 can concealed handgun after taking course and paying \$100 at a license station. Drug addicts, aies and the mentally ill are still from carrying concealed weap

A 17-year-old Kingsport girl convicted Sept. 23 on three counts of rape by defraud and criminal imitation. The girl posed as a boy, raped another woman using a according to prosecutors.

VIRGINIA — Officials said that the number of DWI arrests declined 12.1 percent and alcohol fatalities are down by 9.3 percent in 1994, when the state lowered the alcohol threshold for driving while intoxicated from .10 percent to .08 percent.

Midwest

ILLINOIS — An 11-year-old boy declared delinquent in Peoria for straining and sexually assaulting a year-old girl. Two brothers, 9 and 11, were also charged.

Investigators declared Oct. 1 that arson was the cause of a fire in former topless nightclub in Centerville that had belonged to convicted felon Thomas Venezia. The building was due to be auctioned by the U.S. Marshals Service. Venezia is currently serving a 15-year prison sentence.

KENTUCKY — Customers will be allowed to carry concealed weapons on the premises of Kroger grocery stores in the SuperAmerica stores have banned weapons on their premises.

MICHIGAN — The Detroit Free Press reported Sept. 23 that despite hundreds of arrests and streamlined prosecutions, dog fights seem to be on the rise. In Wayne County, 18 men face felony animal-cruelty charges in one case.

Detroit Police Chief James McKinnon says he will take disciplinary action, including firing, against duty officers who were seen at theies, or dining out in suburbia.

A Detroit man, Gene James, charged with gluing shut the eyes of his 5-year-old daughter with Krazy Glue.

Around the Nation

was sentenced to two years in prison in September. Jamison will serve only about one year of his sentence, however, since he was credited by the judge with already serving 381 days since being arrested in 1995.

One Coldwater police officer has quit and another may be disciplined after admitting to rummaging through a Dumpster behind a Frito-Lay warehouse searching for unopened bags of potato chips. While the act was not illegal, it was deemed unbecoming an officer.

OHIO — Cincinnati City Councilmen Dwight Tillery and Charles Winburn proposed Sept. 13 that the city adopt anti-gang laws similar to those in California, whereby gang members are banned from such activities as carrying beepers, climbing trees, and using foul or threatening language by court order.

Investigators say they have found no evidence of wrongdoing by at least two Cincinnati police officers implicated in an ongoing probe of sexual misconduct. The investigation stems from the indictment and firing in August of Officer Patrick Knight, who allegedly solicited sex from women in exchange for not jailing them.

WISCONSIN — About 700 state prisoners are being shipped out to jails in Texas to ease overcrowding. About 80 inmates were due to be transferred by Oct. 15.

Heroin arrests are expected to stabilize this year after a dramatic increase in 1991, according to law enforcement officials.



IOWA — A state intermediate appeals court ruled Sept. 30 that Wal-Mart cannot be sued by the estate of Chad Scheicher, 20, who killed himself with ammunition he bought at the store. The cause of injury, said the court, was not the sale of ammunition.

A Keokuk woman, Kimni Hardy, was charged Sept. 27 with luring a new mother to her home, shooting her in the head, and then stealing her six-week-old baby boy and passing him off as her own. Police said Hardy had pretended to be pregnant, even wearing maternity clothes for five months. Hardy's husband, Robert, told prosecutors that his wife killed Theresa Lund, 34, and hid her body in a crawl space. Lund and her son were reported missing on the same day that Hardy told friends and family she had given birth to a son.

MISSOURI — Prison workers at the Central Missouri Correctional Center were livid in September after the facility allowed drug-sniffing dogs to investigate their cars, leaving deep scratches in hoods and roofs. The state has refused to reimburse the nearly 20 employees for the damage. While prison officials at first claimed the dogs were released as part of a training program, they later acknowledge the dogs were

sent to investigate employees' cars for drugs.

MONTANA — Officials are considering whether to set up a computer system whereby crime victims would be notified if their assailant escapes or is due to be paroled or released. Since 1993 when Kentucky started the system, about 12 states have followed suit.

NEBRASKA — The Nebraska Commission on Public Advocacy, which was created last year to handle death-penalty cases, opened for business in September. The state agency will also help financially strapped counties deal with costly trials in serious felony cases.

Due to state laws requiring that youthful offenders be kept separate from adults, sheriffs have resorted to keeping juveniles in hotel rooms or their own offices.



ARIZONA — Attorney General Janet Reno will decide whether a 20-year-old Shonto man accused of killing a Navajo police officer should face the death penalty if convicted. The victim, Officer Hoskie Gene, 35, who was also an officer with the U.S. Bureau of Indian Affairs, was choked and struck with a flashlight by the suspect, Vincent Cling, and a 17-year-old teen-ager. Cling's lawyer, however, claims Gene was not acting as a Federal official when he was killed. Cling's trial was due to begin this month.

COLORADO — Greeley police fatally shot a gunman who had executed his three roommates, then drove to a former girlfriend's dormitory room and held the girl and other students hostage. The gunman, Joseph Gallegos, was released from prison just two weeks before the incident. He was paroled after serving a two-year sentence for beating a man. Gallegos shot 18-year-old Heidi Hocker in the foot, but another female hostage was unharmed.

A Fremont County deputy sheriff critically wounded a gunman in September who allegedly walked away from a work-release program, said a sheriff's office spokesman. Deputy Dean Richardson had stopped the pickup truck of Steven Garrett, 21, whom he recognized as a walkaway from the Jefferson County work-release program. According to eyewitnesses, Garrett got out of his pickup and fired two shots at Richardson. Richardson, who was hospitalized in fair condition, was able to fire back at Garrett, hitting him at least five times, authorities said.

NEW MEXICO — Some \$4.56 million in back pay will be divided among 234 current and former state police officers in settlement of their lawsuit against the Department of Public Safety. Officers said they were not paid while on call during meals or after normal shifts.

OKLAHOMA — Alcohol-related crashes have risen 6 percent since last year, records show, despite a 19-percent increase in drunken driving arrests

by the Highway Patrol.

Ottawa County Sheriff James Ed Walker's trial on charges of gambling, extortion, and obstruction of justice was postponed by a Federal judge in September after Walker said he was dissatisfied with his lawyer.

TEXAS — One hundred patrol and narcotics officers were dispatched last month to Eagle Pass by the state Department of Public Safety to slow illegal drug trafficking across the border.

A microwave, calculator and VCR were stolen in September from the Dallas County criminal warrants office. While no legal papers appeared to be taken, officials continued checking and are completing an inventory of documents.

Two former Dallas police officers, Jerry Dean Kastler and his wife, Samantha, were sentenced to five years' deferred adjudication in September for falsifying drunken-driving arrests in 1993 and 1994. The couple and another officer, Murrill Baxley, included each other's names on reports for arrests they did not participate in so they could claim overtime pay by appearing in court.

The City of Harlingen has been ordered by the U.S. Labor Department to pay 78 officers \$11,300 in overtime for court appearances they are required to attend. The officers were apparently paid regular wages instead of overtime. This is the third time since 1993 that the Harlingen Police Officers Association has brought a claim against the city, said association president Joe Rubio.

The Austin American-Statesman reported a 17-percent increase in traffic deaths since speed limits were raised last Dec. 8. About 36,000 people will die on state roads this year, the newspaper said, the highest total since 1985.

The state said in September that 98,148 Texans have been licensed to carry concealed weapons since the law went into effect last year. Eighty-one percent of the permit holders are men.

A state report found that 37 percent of the juveniles sentenced to the Texas Youth Commission last year were violent, an increase of 16 percent from 1990. Twenty-one percent used a firearm in their offense — eight percent more than six years ago.



CALIFORNIA — Under a new law signed by Gov. Pete Wilson, members of the clergy will be obligated to report suspected cases of child abuse to social workers. The same is required of doctors, psychologists, law enforcement officers, teachers and school administrators.

Former Los Angeles detective Mark Fuhrman was sentenced to three years probation and fined \$200 recently after he pleaded guilty to perjuring himself during the O.J. Simpson trial when he testified that he had not used a ra-

cial slur in the past 10 years. Before entering his plea, he was served with a subpoena from Simpson's lawyers ordering him to testify at the civil trial now in progress.

Federal District Judge John Davies refused in September to send former Los Angeles police officers Stacey Koon and Laurence Powell back to prison and also overturned a new move by prosecutors to impose fines on them. Koon and Powell were sentenced to 30 months each for violating motorist Rodney King's civil rights during a 1991 beating incident.

A state appeals court on Oct. 2 upheld a new state law that allows prosecutors to seek post-sentence confinement for mentally ill sex offenders. The court ruled that the law's aim is therapeutic, not punitive.

The 14-year-old stepdaughter of a doctor for the San Diego Chargers football team was injured Sept. 25 when a package delivered to their La Jolla home exploded, riddling her upper body with shrapnel. Neighbors said they do not know why Dr. Gary Losse, an orthopedic surgeon, or his family would be the target of an attack. The girl, Jennifer Hutsler, is expected to make a full recovery.

The state Judicial Council reported Sept. 30 that the state's "three strikes and you're out" law continues to increase the criminal court workload by 10 percent or more. [See related item, below.]

State Attorney General Dan Lungren last month tried unsuccessfully to have the state's newspapers pull a "Doonesbury" cartoon that poked fun at him for ordering a raid on a San Francisco club that distributed marijuana to about 12,000 residents to ease the effects of AIDS and other illnesses. The Aug. 4 raid by drug agents from the state Department of Justice, which shut down the Cannabis Buyers' Club, came as a campaign was heating up over a ballot referendum that would legalize medical uses of marijuana.

Increased air and ground surveillance has been ordered by the state Highway Patrol to stop a rash of attacks on Los Angeles-area freeways, in which

cars' rear windows have been smashed by mysterious projectiles. At least nine vehicles had their rear windows smashed in September. With no bullet fragments found, police believe the attackers hurled rocks or debris, possibly using slingshots.

William Cruz Ochoa was sentenced to 326 years in prison on Sept. 22 under the state's "three strikes" law for welfare fraud. Ochoa, 53, who committed six residential burglaries from 1976 to 1985, was convicted in June of welfare fraud and perjury for trying to open 13 separate welfare cases at various Los Angeles residences.

HAWAII — The sale of ephedrine to people under 21 was banned Sept. 26 by the Honolulu City Council. Federal officials say the chemical, which is used as an energy-booster in foods and pills, could cause illness or death.

IDAHO — Officials are considering whether to hire a private company to build and run a prison, or scour the country in search of places to house a growing inmate population that has increased by 33 inmates a month for the past two years.

OREGON — The Oregon State Bar Association has come out in opposition to Measure 40, a ballot initiative that would allow crime victims access to a defendant's criminal record and also the right to demand a jury trial for adult defendants.

WASHINGTON — The state's Supreme Court has overturned a woman's drug conviction because of what it called "outrageous" conduct by Walla Walla police and an informant. Amy Lively, 24, who was sentenced to 13 months in prison after selling cocaine to undercover officers, contended that she was induced to sell the drugs by a police informant who infiltrated her Narcotics Anonymous meeting. She and the informant, Kamlesh Desai, became sexually involved. In its Aug. 29 ruling, the Supreme Court concluded that Lively was emotionally vulnerable and that Desai had taken advantage of her. Four dissenting judges said, however, that no criminal conviction has ever been overturned based on "outrageous government conduct" because the burden of proof is too high.

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People & Places

Snowden at home

A divided Cincinnati City Council voted Sept. 11 to exempt Police Chief Michael Snowden from complying with the municipal residency rule so that he can live in a home outside the city that he and his wife built just before he was promoted to chief.

Snowden, the only one of the Police Department's 1,200 employees who is required to abide by the residency rule, will be allowed to continue living at his home in Miami Township, which is located just outside Cincinnati. The 48-year-old Chief had maintained a city residence since he took command of the department in 1993.

Snowden did not return calls from Law Enforcement News, but Vice Mayor Tyrone Yates Jr., a City Council member who chairs its Law and Public Safety Committee, told LEN that the Chief "was faced with a situation where his wife wanted to move back to a home they had built together. They had a lot of attachment to it. In the last five years, they had a personal tragedy — the loss of a child — and there was a lot of emotion wrapped up in that. As I understand it, that was the basic reason [he sought the exemption]."

Fewer than 100 of the city's 7,000 employees are required to live in Cincinnati, "much to my dismay," said Yates, who would prefer that the rule was applied to all city employees.

While some officials suggested Snowden's exemption would water down the residency requirement, the Chief said prior to the council's vote that the rule would be more attractive if city officials provided some incentives, such as housing vouchers, a lower city tax rate and better public schools.

"If you want people to live in the city, you have to do other things to make it possible for them to live here, not force them. You have to give them incentives," Snowden said.

To stay or go?

A lawsuit filed by a veteran Massachusetts police chief, in which he contends that the state's mandatory retirement law for local police and firefighters is discriminatory, could have statewide ramifications if successful.

The suit, filed in Falls River Superior Court by North Attleborough Chief John D. Coyle, argues that the state law conflicts with the Federal Age Discrimination in Employment Act. Coyle, who has been in law enforcement for 45 years, would like to remain on the job long enough to give a full 50 years of public service.

Coyle, who turned 65 on Aug. 6, was told he would have to retire on Sept. 1. "Chief Coyle has meant stability for this town," said Tom Corrigan, a North Attleborough selectman and firefighter. "If he wasn't 65, the question of whether or not he remained police chief would never come up."

In Coyle's lawsuit, he notes that his job is mainly administrative and does not entail the rigors of active duty. A preliminary injunction issued in late August by Judge John Xifaxis is al-

lowing Coyle to keep his position until he is physically or mentally unable to perform his duties, or a court rules otherwise.

The executive director of the New England Chiefs of Police Association, Coyle has been the town's chief since 1970. During his tenure, he has been credited with expanding the department, restarting foot patrols, and starting bike patrols. North Attleborough, with a population that has doubled since 1951 to about 26,000, is also home to the area's largest shopping mall.

Coyle was forced to sue the town and its retirement board because the town is his employer and the board enforces the state law. The town showed its support of Coyle last spring when it unanimously passed a home-rule petition that allowed the chief to stay on past the age of 65. A lawsuit was Coyle's only option when the state Legislature failed to vote on the petition before the session ended on July 1.

As the Chief himself said, "When you issue 7,000 tickets a year, you make more than a few enemies." Which is why, he added, the town's support was so gratifying. "I would have never done what I did without the support of the town," he said.

Marc Fisher, chairman of the Board of Selectmen, called Coyle an "outstanding police chief for this town." North Attleborough, he said, should have the right to choose whether or not the chief is able to stay on the job.

If Coyle prevails, it could set a precedent throughout Massachusetts, keeping local police on the job until they are deemed physically and mentally unfit.

Until the court rules, however, the state will continue to advise towns to force police officers to retire at 65, said Dan Seferian, associate counsel of the Massachusetts Public Employee Retirement Administration.

Above & beyond

Law enforcement officers from Los Angeles to Connecticut were honored Oct. 3 at the third annual TOP COPS Awards ceremony held in Washington, D.C.

TOP COPS, sponsored by the National Association of Police Organizations (NAPO), pays tribute to police for outstanding service during the previous year. "Each and every day law enforcement officers do their job, protecting the citizens of our nation, yet no one calls them heroes," said Robert T. Scully, NAPO's executive director. "The TOP COPS Awards celebrate the men and women who have acted above and beyond the call of duty."

The awards cited three officers from Plantation, Fla., Officers Joseph Alu Jr. and Rohin Massey and Det. Jim O'Hara, as well as six officers from Belleville, N.J., Victor Linfante, Vincent Masi, James Metillo, John Pinto, Joseph Richiuso, and Joseph Tramaglini.

Two state law enforcers were among the honorees: Trooper 1st Class Mark Dowgiewicz of the Connecticut Department of Public Safety, and Sgt. Randall G. Kucaba of the Illinois State Police. Also honored were two Federal agents, Senior Special Agent David Schleckedanz of the Drug Enforcement Administration, and Special Agent

Phil fills Tacoma's need Arreola says goodbye to Milwaukee

Former Milwaukee Police Chief Philip Arreola was sworn in Oct. 1 as chief of the Tacoma, Wash., Police Department, succeeding Ray Fjetland, who had retired in January 1995 after more than 25 years to head the Tacoma-Pierce County YMCA.

Arreola, 56, took command of the department from Assistant Chief Ken Monner, who has served as interim chief since Fjetland's departure. Monner said he plans to stay with the department for at least several months to help Arreola with the transition.

City Manager Ray E. Corpuz Jr. said Arreola was chosen from a group of nine finalists, including three high-ranking Tacoma police officials. "I wanted a top-notch leader, and I got a top-notch leader," Corpuz said Aug. 16. "I'm confident that Chief Arreola will provide the leadership needed within our Police Department and enhance the department's popular community-oriented policing program."

Corpuz added that he was "impressed by [Arreola's] poise and professionalism, his abilities as a coalition-builder and his enthusiasm for working in Tacoma." He said the Chief's efforts to confront gangs and domestic violence in Milwaukee also were factors in his selection.

A 36-year law enforcement veteran, Arreola started his career as a cadet with the Detroit Police Department. In 1985, he earned a law degree and became a member of the Michigan bar, making him one of the few lawyers working as a police executive, and one of the few police chiefs with a terminal college degree. Two years later, Arreola left Detroit to become police chief of the Port Huron, Mich., Police Department.

Arreola was named Milwaukee Police Chief in 1989. In July 1991, the gruesome crimes of serial killer Jeffrey Dahmer, who later was convicted of killing and dismembering 16 Milwaukee boys and men, came to light. Two months earlier, two police officers had encountered a naked and bleeding 14-year-old boy who had escaped from Dahmer's apartment, and they returned him to Dahmer. The youth's remains were later found strewn around Dahmer's home.

Police determined that Dahmer collected five more victims in the two months between the incident and his arrest.

The incident rocked the Police Department, and Arreola ordered the two officers fired, prompting votes of no-confidence from members of the police union. The officers later were reinstated after a lengthy court battle.

Relations between the Arreola and the police association had been strained

ever since. Speculation grew Arreola took the Tacoma job which represented an \$8,000 pay — because Milwaukee Mayor John Norquist was not likely to renew his contract when the city's seven-year term drew to a close.

Last month, a report by the Equal Employment Opportunity Commission charged the Milwaukee Police Department with discriminating against black officers and civilians with respect to hiring, promotion, retaliation and working conditions. Arreola said the report, which resulted from a three-year investigation, was misleading, a some cases, plain wrong.

"I'm open to scrutiny of decisions I've made," Arreola said. "But I made those decisions case-by-case basis."

In Milwaukee, Norquist nominated Alfonso J. Graham, a senior assistant chief, as Arreola's acting successor. Graham, a 32-year veteran who is the first black ever to lead the force, is being considered along with other high-ranking department officials for the job, said police spokeswoman Sgt. Anna Ruzinski.

The Milwaukee Fire and Police Commission was expected to name a permanent successor by Nov. 1 added.

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His injuries kept him out of work until late August, but on his second day back on the job, Inturri asked the Bloomfield Police Department to help him find his rescuer — and they did. Sgt. Robert Lostimolo brought Allen back with him to the department.

Officer Michelle Lostimolo, who witnessed the reunion, told The Hartford Courant: "The officer gave him a great big hug. It was so sweet."

The men took pictures together, and Inturri carries one in his pocket. With tears, he explained that it reminds him of how lucky he was that day.

"It was sort of an omen," said Allen. "After my father passed, I vowed if I ever saw anyone in trouble, no matter who it was, I would help. If it happened again today, I'd do it again."

From hair cells to a prison cell

Mitochondrial DNA procedure offers prosecution breakthrough

A new DNA testing technique recently provided prosecutors in Hamilton County, Tenn., with the evidence to convict a man in the rape and murder of a 4-year-old Chattanooga girl, marking the first time the procedure was used in a criminal trial in the United States.

The technique, which analyzes the mitochondria, or the cytoplasm, of DNA cells and which can be used to examine hair, bone, teeth and nails, was used in the prosecution's case against Paul Ware, 27, who was found guilty of felony murder on Sept. 4 in the 1994 killing of Lindsey Oreen.

Ware was sentenced to life imprisonment without parole later the same day, and he could yet receive an additional 15 to 25 years in prison for each of two convictions for child rape, according to Lee Davis, the assistant prosecutor who won the conviction against Ware. "The life-without-parole statute in Tennessee is in addition to the typical life sentence, so he is statutorily ineligible from ever being released from prison," he said.

Davis told Law Enforcement News that a crucial component of the prosecution's case was the evidence gleaned from mitochondrial DNA testing, which analyzes genetic material inherited from the mother. "In this particular case, we had not enough to do RFLP [restriction fragment length polymorphism] or PCR [polymerase chain reaction] analyses, we had no saliva, we were left with hair — a small pubic hair found in the girl's throat that was linked to Ware," the prosecutor said. "The mitochondrial DNA sequencing showed that it was consistent with his DNA."

After Davis learned that the FBI was close to approving the method for use in forensic evidence-gathering, he asked that Ware's trial be postponed from April to August. "I was in Washington talking to people from the FBI and told them we

needed every available resource they had for this case. They told me about this process that might be coming on line.... We picked the trial date in August, hoping it would come on line. Fortunately, it did this summer."

Ware was drunk when he went to the home of a friend, where he planned to spend the night, Lee said. The victim, who had been left with two other children in the care of a male baby-sitter, was sleeping in a back bedroom where Ware also decided to sleep. Her body was later found near Ware in an adjoining utility room after her alarmed parents picked the locked bedroom door. The defense tried to suggest that the baby-sitter had set Ware up to take the rap for the death, which was ruled the result of mechanical asphyxiation, but the DNA analysis cleared him, Davis said.

"One thing [the defense] didn't anticipate is that one can tell whether a hair was naturally shed or pulled. The hairs in the bed and the hairs in her throat were naturally shed, making it consistent with a rape, as opposed to a baby-sitter pulling them from him and depositing them [at the crime scene]," Davis said.

The mitochondrial DNA technique, a protocol of which was approved by the FBI in June after six years of development, has been used by the Armed Forces Institute of Pathology to identify the remains of Vietnam War-era MIAs brought back from Southeast Asia. It also was used last year to positively identify the bones of Czar Nicholas II, who was executed during the Russian Revolution of 1917.

Because mitochondrial DNA analysis is so new, virtually no criminal laboratories in the United States are equipped to handle the technique, said FBI spokesman Paul Bresson, who said the bureau's crime lab has processed mitochondrial DNA samples in "a handful of cases" so far.

Dr. Henry Lee, chief medical investigator of the Connecticut

State Police and director of the State Forensic Laboratory in Meriden, said that mitochondrial genetic material is useful to criminal investigators because it is less likely to deteriorate over time. But he cautioned that the procedure is not a substitute for the more reliable RFLP or PCR analysis processes.

"It opens up another dimension, but it's not a substitute for conventional DNA testing," he said. "But for those samples where you cannot find nuclear DNA, this is another way to check by looking for mitochondrial DNA. It's not as informative as nuclear DNA because it only gives a profile of the mother's gene traits."

Lawrence Kobilinsky, a professor of biology and immunology at John Jay College of Criminal Justice in New York and a member of the doctoral faculty in biochemistry at the City University of New York Graduate Center, said the process is best used in cases where insufficient amounts nuclear DNA are present.

"When you look into nuclear DNA, you will find either one or two copies of a specific gene, where if you look at mitochondrial DNA, a gene will be present any place from 100 to 200 times, maybe even more depending on the type of cell," he said.

Kobilinsky said that because information on genetic characteristics is limited to the mother in mitochondrial DNA testing, PCR is the best process to use. "If you have mitochondrial DNA, and it's already present in a large amount, you can amplify it through PCR, and that should give you enough material to get your results.... It's important to have this kind of test in the battery of tests [available to forensic investigators] so it can be used when the conditions are right, but it's not going to be the common test for DNA."

The no-growth industry:

Victim survey sees ongoing crime-rate dip

Providing further evidence that the nation's crime rate is in the midst of a substantial decline, the Bureau of Justice Statistics reported last month that the number of crimes committed in the United States last year fell by 6.6 percent, including a 9-percent drop in violent crimes.

The National Crime Victimization Survey found that violent crimes fell

from 10.9 million in 1994 to 9.9 million last year. Overall, BJS estimates, there were 39.6 million personal and household crimes of theft and violence last year, compared to 42.4 million in 1994, according to data released Sept. 17.

BJS annually surveys 100,000 people 12 years old and older in 49,000 households who are asked questions about crimes they might have experienced during the previous six months. The NCVS is considered a more reliable indicator of the nation's crime rate than the FBI's Uniform Crime Reports, which bases its data on crimes reported to police, because the victim survey can also include those crimes that were not reported to police.

In May, the FBI reported its preliminary figures for 1995, which showed

that violent crime dropped an estimated 4 percent, the fourth year of decline reported by the bureau.

"The drop in crime last year is consistent with what we know from the Federal Bureau of Investigation's Uniform Crime Reports," said BJS Director Jan Chaiken, who noted that 1995 was the second consecutive year the number of crime victimizations had declined in the United States. The decline reversed a rising trend that began in the mid-1980s, he added.

Declines were noted in nearly every crime category. Rape decreased by almost 18 percent, robbery fell by 14 percent, aggravated assault dropped 19 percent, and purse-snatching and pickpocketing were down a combined 18 percent.

BJS estimated that there were 5.5

percent fewer property crimes last year than in 1994 — 29.3 million in 1995, compared to 31 million in 1994. Property crimes, which include burglary, theft and motor-vehicle theft categories, occurred at the rate of 288 per 1,000 households, which was down from the rate of 308 per 1,000 recorded in 1994.

The survey found that about 14.4 million of the violent and property crimes were reported to police during 1995, down from 15.2 million the previous year. An estimated 63 percent of all crimes were not reported to authorities.

While the overall decrease in crime should be good news for the public and law enforcement alike, the figures on rape rankled representatives of some victim advocacy groups, some of whom said the figure does not take into account that as many as 84 percent of rapes are not reported by victims. "We have to believe that this study is not reflective of what's going on in this country," said Diane Alexander, spokeswoman for the National Victim Center. "We would be seeing rape crisis centers closing left and right — and we certainly aren't seeing that."

Linda Vance, a rape counselor in Cedar Rapids, Iowa, told USA Today that the numbers certainly do not reflect her experience in the past year although she noted that the number of first-time calls to her hot line had fallen from 274 in 1994 to 251 in 1995. "I don't have any explanation for it, it seems like we are busier than ever with calls. I do know that date rape, acquaintance rape, is an increasing proportion of those numbers."

In Montana, no more second-guessing deputies' decisions to cool off a hot pursuit

Decisions by sheriff's deputies in Missoula County, Mont., to terminate pursuits of fleeing suspects will no longer be second-guessed by supervisors, who will still maintain the authority to end police chases under policy revisions recently ordered by Sheriff Douglas Chase.

The policy change, one of several announced recently, provides "the opportunity for officers to terminate pursuit without criticism, regardless of circumstances, if they feel the public interest is outweighed," Chase told Law Enforcement News.

The change was made "realizing that the officer must make that decision out in the field, and that it's real easy for me to Monday-morning quarterback it from an office," Chase said. Supervisors will still have the authority to

order an end to a pursuit and "there's to be no argument" from deputies, he said.

"Does the end justify the means? That's what has to be the bottom line in that officer's mind. Having been a street officer for many, many years, I know that sometimes you need your supervisor to call the shots," said Chase, who began in policing career in 1963 with the Missoula Police Department. He eventually served as that city's police chief before being elected sheriff in 1991.

No serious incidents arising from pursuits precipitated the changes, according to Chase. After "months and months" without one, "we've had about three pursuits in the past 25 days," the Sheriff said Sept. 30. In each case, the suspects were captured and no injuries

were reported, he said.

"As Sheriff, I just thought it was time we revisited this," he said. "It's just an area that needed to be addressed.... We owe it not only to the public but to our officers. [Pursuits] just cause mass bedlam if they're not controlled."

Under other changes, all of the agency's sworn personnel, from the Sheriff on down, are now required to take a yearly emergency-vehicle operation course, just as they are required to undergo annual firearms training. It also limits the number of cruisers involved in a pursuit incident, especially when the chase spills over into other jurisdictions.

"Out here, we're spread over hell's half-acre, and you can have a number of agencies involved, so you sure as

heck have to limit the number of cars involved," Chase said.

Firearms are not to be used during pursuits unless the lives of the officer or others in the area are endangered, Chase added. "Again, that falls back on officer's discretion, realizing that generally that bullet's going to miss or tragedy will result. And why for warranted? Once he discharges it, you're going to be defending it as an officer."

Chase said the revisions were made with the safety of both the public and the officer in mind. "If you're going to get into trouble in law enforcement, it's going to be in pursuit, use of a firearm or excessive force in making an arrest. We would hope we're a progressive department and that these issues are addressed," he said.

BJS survey adds look at use of force

This year's National Crime Victimization Survey marks the first time that Bureau of Justice Statistics researchers have queried people about whether they have been the victim of excessive force by police.

The Federal omnibus anti-crime law approved in 1994 mandated that the Government attempt to gauge the extent of excessive use of force and evaluate the data in an annual report. While no findings will be reported about the hot-button topic this year, BJS spokesman Stu Smith confirmed that the questions were asked for the first time this year.

"We've started asking questions about it, but we don't have anything to say publicly about it," Smith told Law Enforcement News last month. "We are asking the questions in the survey, but we haven't published any results. We don't anticipate doing so until...well, not right away anyway."

SP acts on bias charge

When the U.S. Justice Department filed a lawsuit alleging that an entrance examination used by the Louisiana State Police for the past five years discriminated against black applicants, state attorneys wasted no time in responding.

Within three hours after the suit was filed on Aug. 29, attorneys representing the state of Louisiana and the Justice Department had reached an agreement on a proposed settlement that would create a new written examination and pay \$1 million to black applicants who are deemed otherwise qualified but who failed the exam between August 1991 and May 1996.

The settlement, which still needs the approval of a Federal judge, would also

offer remedies to black troopers who might have been discriminated against in promotions.

In its suit, the Justice Department charged that the agency discriminated "by using written examinations for the entry-level sworn position of State Police cadet...that disproportionately exclude African-American from employment...and by failing or refusing to take appropriate action to eliminate the use of these written examinations."

The Justice Department said that the practice resulted in 66 percent of the white applicants passing the exam, compared to a pass rate of only 25 percent among blacks who took the test. Of 2,475 white applicants, 315, or about 13 percent, were appointed to State

Police cadet positions. Of 1,132 black applicants, 98, or about 9 percent, received appointments. White applicants made up 76 percent of all State Police cadets, while black applicants made up 24 percent.

"If the appointment process had been race-neutral, one would expect that 32 more African-Americans would have been appointed as State Police cadets than were so appointed," the Justice Department stated in a memorandum filed with the court outlining its findings.

The Government asked the U.S. District Court in Baton Rouge for an order blocking the State Police from any discrimination with respect to employment and an end to the use of the disputed written examination for cadets.

Under the terms of the proposed consent decree that was filed on the heels of the lawsuit, the State Police denies that it has engaged in any practice of discrimination but, "being desirous of settling this action without litigation," agrees to changes in the examination, which will be made by a Federally approved consulting firm, and other provisions requested by the Justice Department.

U.S. District Judge Frank Polozola scheduled a hearing Nov. 6 on the proposed settlement, after which he is expected to evaluate and perhaps approve it, said Keith Pyburn, an attorney representing the State Police.

"The judge will hear objections and consider the proposed decree during the hearing," Pyburn told LEN. "I am sure that this judge will give the matter serious consideration in advance of the hearing, consider any information developed at the hearing and issue a hearing forthwith. I anticipate a settlement shortly thereafter."

Pyburn said the consent decree "provides for the development of a better and fairer selection procedure" for applicants seeking cadet positions. "That process is currently underway," he said, adding that a new test has been administered to prospective cadets and its results will be analyzed by state officials.

"We anticipate and firmly expect that we will find a job-related test that both helps select better police officers and will be fairer," said Pyburn.

Sex felon is freed, a teen-ager dies & parole board is sued

The mother of a Tacoma, Wash., teen-ager who was murdered by a paroled sexual psychopath in 1994 has filed a \$3.5-million wrongful-death lawsuit against state corrections officials for failing to supervise the man and warn the community about his history.

McFarland's attorney, D. Cochran, said the parole board to ignore a mountain of evidence that Eggers would reoffend serious way when released.

A 1984 Sentencing Reform Act

The parole board may immune from liability in case of a freed felon who was deemed "to dangerous to be treated

set the stage for the parole board phased out no later than 1998. The currently operates with two sentence systems. After phasing out the board system will be fully in place terminating minimum and maximum sentences for every crime.

Shortly after his latest parole, Eggers met McFarland at a math while working toward a high school equivalency diploma.

McFarland, who had a history helping needy people, gave Eggers jobs to do around her house. Not at the Tacoma Community Center where the classes were held, or the Colin Park Work Release Center, Eggers was staying during his parole. McFarland told Eggers about his Both facilities have been named after him.

As time went on, Eggers became more and more a part of McFarland's family, with her two daughters, Nellie and Shonta, calling him "Uncle Johnny."

In 1994, while McFarland was visiting relatives in Indiana, Eggers beat Willingham, who had been a cheerleader at the camp, over McFarland's house to watch television. The two watched movies and some wine. Later that night, Eggers stabbed the girl to death.

Her body was found drenched in blood, wearing only a T-shirt and underwear. Investigators said she had numerous defensive stab wounds or arms from trying to ward off the attacker.

After the murder, Eggers fled the house, but subsequently called to direct them to the house and to the slaying.

He later told the judge Willingham had put him under a monic trance, and that he was just following orders."

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Hartford lawsuit says oral exam favored female candidates

Ten male police officers in Hartford, Conn., have filed a lawsuit alleging they were passed over for promotion to sergeant in favor of minorities and women, whom the officers claim were steered to a panel of examiners that gave them high scores, clearing the way for their promotion.

The suit, filed in U.S. District Court in Hartford on Aug. 30, alleges that the oral tests administered to a group of sergeant candidates in May 1995 were discriminatory. John R. Williams, a New Haven attorney representing the plaintiffs, who were the top scorers in the written portion of the promotional exam, said they did so poorly on the oral part and "finished so far down on the list that they couldn't hope to be promoted."

Williams said there were four panels of oral-test examiners who were to give the candidates scores based on their performance on the oral examination. "One hundred percent of the women applicants were steered to the same panel, while the males, in many instances were steered away. The pass rate was far

far higher for the women steered to the one specific panel," Williams told Law Enforcement News.

All 10 female officers taking the test were directed to a specific panel, which examined only 13 white male officers, while the other panels each tested 23 white officers. That panel, the only one with a female member, questioned 31 officers and passed all but one, the lawsuit claims. Since June 1995, 33 officers have been promoted to sergeant from a list of 150 applicants who passed both exams.

"We have plenty of eyewitnesses about the actual steering taking place," Williams said. "It seems to me that it's about as clear a case as you could ask for."

Williams has requested a temporary injunction on the practice, but no action has been taken on that motion since city officials have not yet responded to the lawsuit. The officers are asking for a permanent end to the practice, promotions with accompanying back pay and benefits, and unspecified punitive damages, he said.

Pyburn said the consent decree "provides for the development of a better and fairer selection procedure" for applicants seeking cadet positions.

"That process is currently underway," he said, adding that a new test has been administered to prospective cadets and its results will be analyzed by state officials.

"We anticipate and firmly expect

that we will find a job-related test that both helps select better police officers and will be fairer," said Pyburn.

Federal probe into beating of cop-kill suspect tightens its focus in Maryland

A Federal probe into whether members of an elite Prince George's County, Md., police squad used excessive force in arresting a suspect in a police shooting has narrowed down to the three officers who were the first to enter the man's bedroom.

Jeffrey C. Gilbert, 26, who was later cleared as a suspect in the murder of Capt. John J. Novobilski, suffered a broken nose, concussion and bruises over most of his body after members of the department's emergency service unit burst into his girlfriend's apartment on April 28, 1995, two days after the murder. Gilbert was hospitalized for four days. [See LEN, July 20, 1995.]

The FBI and Federal prosecutors have been investigating whether police violated Gilbert's civil rights while caught up in the emotion of avenging a colleague's death.

Sources told The Washington Post

that prosecutors have not decided whether to indict any of the team's six members after a year of gathering evidence. Two of the officers have met with prosecutors and are expected to be offered partial immunity, the sources said, when they invoke their Fifth Amendment rights during grand jury testimony.

The officers, Cpl. Jonathan Bean and Kevin Putnam, are the youngest members of the squad. They were scheduled to appear before the grand jury by October.

Novobilski was shot eleven times in the head, torso and back while he sat in his cruiser moonlighting as a part-time security guard for a Landover liquor store.

At the time, police said three witnesses had identified Gilbert as the gunman. But one month later, prosecutors dropped charges against Gilbert when

strong evidence surfaced that the killer was Ralph McLean. Both Novobilski's gun and the Mac-11 assault weapon used to kill him were found near McLean's body after he was killed in a May 29 shootout with the FBI. McLean was wanted in the ambush shootings of two Washington, D.C., officers.

Police officials said that Gilbert had "violently resisted" at the time of his arrest and had to be forcefully subdued. Gilbert claims police beat him for no reason, and that he can remember little because of his injuries.

Federal prosecutors are now targeting three members of the team, Sgt. Ronald Ledonne, and Cpls. Robert Arscott and Preston Asbury, who were assigned to enter the bedroom where Gilbert and his girlfriend, Alvita Vanbans, were sleeping.

Attorneys representing the men said their clients' actions that night were

consistent with their duties as police officers. "My client is a dedicated, professional police officer who acted consistently with the law in a very difficult situation," said Ledonne's attorney, William Brennan.

Relations between police and the county's minority community, although improved in recent years, have traditionally been fraught with confrontation and suspicion. Still, Gilbert's beating by police, as residents interviewed by The Post said that he may have deserved it, since he preyed on members of the community.

A black community activist, Freddie Dawkins, told The Post: "When [the beating] happened, people didn't say, 'Hey, this guy is a brother; we need to stick up for him,' they said: 'This guy is out there abusing and brutalizing people. Now he just got what came to him.'"

Cities still grapple with false-alarm deluge

Property owners in Denver will have to pay a \$25 fee if they want police to respond to their burglar alarms, which also must be registered at City Hall under a new city policy that is scheduled to go into effect in February.

The policy is aimed at reducing the expense — estimated at \$4 million a year — of having police respond to burglar alarms, which send false signals 95 percent of the time. The new approach will take the place of a fine system that apparently failed to reduce the number of false alarms.

Denver is one of a number of cities whose cops are fed up with responding to time-wasting calls for false alarms, which eat up time that they say could better be spent patrolling neighborhoods or solving crimes, and trigger high-speed, high-adrenaline runs that may easily end in fatal traffic accidents. As this issue of Law Enforcement News went to press, New Orleans was considering an ordinance that would impose stiff penalties on property owners whose alarm systems repeatedly send out false signals.

Police Superintendent Richard Pennington said that 99 percent of the alarm calls in New Orleans are false, and that his understaffed department cannot afford to respond to them, each of which can take up to 30 minutes. "I support swift enactment of a city ordinance that will fine, and fine heavily, those responsible for repeat alarms," he said recently.

It wouldn't be the first time New Orleans has grappled with the problem. The City Council adopted an ordinance that meted out fines for owners for false alarms in 1987, but repealed it in 1991, amid problems over who gets the blame for false alarms and difficulties in collecting fines.

Councilman Roy Glapion has proposed an ordinance that would fine owners on the sixth false alarm. The

initial \$25 fines would increase to \$50 after the ninth false alarm, then to \$75 for calls 15 to 19. After the 20th false alarm, the owner's system would be suspended and the problem would have to be corrected before police respond again.

But Pennington says that proposal gives alarm owners too much slack. He wants an ordinance that imposes steeper fines and an earlier cutoff. "The way they have it now — that you can have 20 false alarms — that's a joke," he told The New Orleans Times-Picayune. "The way the law is written now, I'm not satisfied with it at all."

Larry Preston Williams, a New Orleans security consultant, said putting together ordinances to crack down on false alarms can be as tricky as trying to determine why the alarms go off in the first place.

"First of all, there should be standards for installing and maintaining alarms," he said. "The burden of proof should first be on the alarm company. Secondly, it's often difficult to say that there hasn't been a break-in just because an officer doesn't see a burglar. A burglar can shake the door and run."

"It doesn't make any sense to me that the city would punish crime victims — people who are only trying to protect themselves from rampant crime in their neighborhoods," said Councilwoman Peggy Wilson, who said she has her own problems with Glapion's version of the ordinance. "It's been tried in New Orleans before and it was an absolute mess."

New Orleans might do well to look at the experience of St. Louis, where a controversial alarm ordinance initially vetoed and then signed by Mayor Freeman Bosley Jr. in August 1995 has languished in the courts ever since, awaiting a ruling on its legality. Meanwhile, St. Louis police continue to answer about 50,000 alarm calls a year, 97.9

percent of which turn out to be false, according to Sgt. Michael Fleming, who helped devise the ordinance. [See LEN, Oct. 31, 1995.]

"We still go on them, and probably would do so anyway," Fleming told Law Enforcement News, adding that a ruling on the issue is expected by the end of the year.

The contested St. Louis ordinance, which was formulated after two years of research and with input from the National Burglar and Fire Alarm Association and the International Association of Chiefs of Police — both of which have been deeply involved in addressing the problems that false alarms pose to police officers — not only provided for fines of up to \$50 for each false alarm, but called for a uniform training course and certification program for alarm installers.

It also called for all alarm users to register their systems, and those with repeated false alarms would be subject to having their registration suspended for 90 days. The suspension would be lifted once the problem was fixed.

Black members of the Board of Aldermen opposed the plan, which they said would invite burglaries at homes where a criminal knew an alarm was installed but not yet activated. They also opposed the law's ban on convicted felons working in the alarm industry, saying that blacks with drug convictions would not be able to seek employment in the field.

Bosley said he took their concerns into account when he vetoed the ordinance, but said he also had concerns that the bill did not consider faulty or badly installed alarm systems and provided no system of inspections.

Matt Wald, legislative director of the NBFAA, estimated that there are probably 3,600 false-alarm ordinances nationwide, although he cautioned that the number is based on "anecdotal track-

ing" by the trade group. Beginning in January, he said, the association plans to put together a data base on ordinances "and start measuring things like enforcement, effectiveness and compare them with false alarm prevention programs. We want to work them into our proactive program to reduce the number of false alarms out there."

The centerpiece of that program is a model alarm ordinance based on those in place in several cities that have proved their utility for reducing false alarms. The model, which Wald said includes "everything that works," contains provisions on issuing permits, proper alarm system operation and maintenance, monitoring procedures, fine schedules for false alarms, appeals processes, and revocation, suspension and reinstatement of alarm permits.

The alarm association worked closely with the IACP's "Model Cities" program to develop the policy, which was revised last month. Three cities selected as sites for the program substantially reduced the number of false alarms after enacting ordinances that used provisions from the model policy, said Puyallup, Wash., Police Chief Lockheed Reeder, chairman of the project. In Elgin, Ill., the number was reduced by 40 percent, while in Philadelphia and Bellevue, Wash., the number of false alarms fell by 17 percent and 30 percent, respectively, he said.

Recently, the project was expanded to five states — Florida, Illinois, Missouri, New York and Washington — where plans to reduce false alarms will be tested. "We've identified a law enforcement official in each of the states who will act as a coordinator and get information out to law enforcement. The alarm industry is also choosing coordinators in each state," Reeder told LEN.

Reeder said one promising area is the development of a data-transfer pro-

gram that might give dispatchers an indication as to whether the alarm is false or not. "That will preclude [police] from having to pick up and answer a telephone all of the time, which is a real time-burner," Reeder said.

Wald encouraged municipalities interested in reducing false alarms to contact the IACP or the NBFAA for more information about their efforts. "We don't feel there's any need for anybody to be reinventing the wheel out there," he said. "We are very happy and willing to work with municipalities on this."

"K-9 cam" is new aid for cops

A technological breakthrough in miniaturized cameras is giving New York City police officers a dog's-eye view of crime scenes and search-and-rescue operations.

Recon — the Remote Canine Optical Navigator — was developed by the Police Department's Technical Assistance Response Unit. A three-pound, infrared camera attaches to a leather harness that goes around a dog's neck and transmits back to television screen via an attached antenna so that officers can see what the dog is doing and what he sees.

Recon got its first test in September when Officer Gary Freitag and his K-9 partner, Ace, a four-year-old German shepherd, were assigned to search a Staten Island house where Michael Nunno, a suspected gunman, was hiding.

Nunno, who had exchanged gunfire with officers, refused to establish contact with hostage negotiators. Surveillance cameras had failed to detect him.

Ace was sent into the basement, and then the first floor to search for him. Recon will only be used when a suspect is hiding, said Sgt. Stephen Berger, coordinator of the police K-9 unit. "We don't want the dog to confront a gun — he's no match for it," he said. "Once we see on the camera where the suspect is, we get the dog out."

Pictures transmitted back to police showed Ace moving through the house, sniffing at some cookies in the kitchen, but not eating any. The dogs are trained never to eat anything that isn't given to them by their partner.

After the dog scouted the basement and first floor, police were able to move into those areas without fear of attack. Ace finally found Nunno in a second floor bathroom, shot to death.

Testing is now underway to see if a microphone can be attached to pick up sounds and allow police to give commands to the dog through audio signals. A bullet-proof vest for dogs is also in development.

Officials said they are planning to use the "dog-cam" to search for victims in collapsed buildings or other disasters where people could be trapped under wreckage.

Students' bulging backpacks had better not be concealing a weapon

With school back in session, pupils are being warned to leave their weapons at home, as students in districts across the country are beginning the academic year not only with new homework assignments, but in many cases with stern warnings that weapons will not be tolerated in schools.

Many school districts have adopted strict policies addressing the problem, which appears to be growing. Michigan officials reported recently that 396 expulsions have occurred since 1995, when a zero-tolerance law aimed at keeping weapons out of public schools was enacted. Critics point out, however, that it is hard to gauge the effect because the law doesn't require school to report offenses.

In August, the school board in Warren Township, Ind., approved a tough policy on guns and drugs that permits authorities to use drug-sniffing dogs and order lock-downs of school buildings when a firearm or deadly weapon is suspected on the premises. The policy, which also includes the use of metal-detectors, provides uniformed security guards during lunch and other key times of the school day and allows random use of dogs for locker and automobile searches.

The strict rules stem from an incident last October when an eighth-grade girl was threatened with a gun by another student. No gun was found, but the boy was sentenced to a juvenile facility.

Meanwhile, in New York, an intermediate appeals court reversed the 1992 suspension of a New York City high school student who was caught with a loaded gun at school, holding that the search of the student that turned up the weapon was illegal and violated his rights. The 4-0 ruling by the state Appellate Division was derided by outraged officials as yet another example of "junk justice."

"We cannot send out the message that a kid caught with a loaded gun in school can't even be suspended. It's lunacy," said Gov. George Pataki, who ordered his staff to draw up a bill giving schools the right to impose suspensions on weapons-toting students that could not be challenged in court.

New York City Schools Chancellor Rudy Crew said the Board of Education will appeal the ruling to the state's highest court, the Court of Appeals, and warned students that they face expulsion if they're caught bringing a weapon to school.

"The message ought to be that if you bring a weapon to a school in the City of New York, you're out of here!" he said, announcing a rule that provides expulsion for any student over 17 caught with a weapon. The rule, which must be approved by the Board of Education, would apply to only older students because the city is required by law to provide education to anyone under the age of 17.

Currently, pupils found with guns can be suspended for up to a year and placed in a program for incorrigible students. Mayor Rudolph Giuliani said he supports Crew's rule, which the Mayor said should be applied to any student caught with a weapon.

The appellate ruling, which was handed down Sept. 17, overturned the suspension of a Bronx high school student identified in court papers as Juan C. In December 1992, a security guard found the loaded weapon after he saw what he thought was the handle of a gun inside the student's jacket. The guard grabbed at the bulge and called for backup. Another officer handcuffed the student and took him before school officials, who suspended him and called police.

The student challenged the punish-

ment on the basis that the search was illegal, and the appellate panel agreed. "No matter how serious the public safety concerns, if the critical evidence was illegally obtained, it cannot be used," wrote Justice Joseph P. Sullivan.

Meanwhile, Giuliani said he will continue his effort to have the school security system placed under the jurisdiction of the Police Department, despite figures that showed serious crime dropped 11 percent in New York City schools last year. Crew said there were 1,200 fewer reports of rape, assault, drug use, menacing and other serious incidents during the 1995-1996 school year compared to the previous year. But overall, reported criminal incidents rose 16 percent.

In other areas, police officers have become a familiar site on school campuses, where they patrol for trouble but also forge positive relationships with students. According to the Florida-based National Association of School Resource Officers, which offers training to about 1,000 SROs each year in everything from adolescent psychology to methods of detecting child abuse and neglect, at least 10 percent of all school districts have full-time police officers assigned to work in schools.

As good as police training may be under the best of circumstances in the United States, there are more than a few parts of the world where training — particularly at the recruit level — is taken far more seriously than it is here. The length of such training alone speaks to the glaring differences, and one would be hard pressed to find better examples of that than in Scandinavia.

In Sweden, police recruit training lasts three years; in Finland, it's two years. Recruits in Finland spend a year in the academy, then head to the field for six months. While in the field, according to Erkki Ellonen, the Deputy Director of Finland's Police School, their "teachers go with them" to supervise. The recruits then return to the academy for several months to demonstrate how well they have integrated their basic training with their field work. A similar approach is used in Sweden, where recruits



Nils Eriksson

Law Enforcement News interview by Marie Simonetti Rosen

spend 10 months at the police college, then have 18 months of "practice" that includes assignments to various units within the police service designed to give the recruits a "generalized" experience. For a time during this period, recruits are exposed to a form of training that might make American police executives shudder — their badges and guns are taken away and they are sent to a social work agency in order to give them another perspective on police work. Like the Finnish recruits, Swedish police rookies are then brought back to the academy for several more months of training.

In both nation's police academies, the emphasis is on a fundamental knowledge of police work, the skills that go with it, ethics and problem-solving. In both places, community policing is a fact of life and training in this area is being developed. Naturally, as with so many police academies in the United States, training in community policing can be a bit elusive, particularly when new officers are integrated with the rest of the force. Chief Superintendent Nils Eriksson of the Swedish police sounds a refrain that would be familiar to his American counterparts when he says, "Even if we could train [recruits] in a really good community policing program, on the first day they are standing in the police station, their first shift, if their sergeant is not into this way of thinking, it's wasted money, it's wasted time." For Ellonen, community policing in Finland revolves around problem-solving. "It's a way of thinking, of searching for information, of analyzing it," he says. "You must start it in the training, and you have to struggle with it in the field, because you are giving them something new."

It gives one pause to wonder what policing in the United States would be like if recruits spend as much time being trained. It is curious, to say the least, that American law enforcement officers are asked to face a society that is far more violent, but with far less training.

Finland's Ellonen entered law enforcement via an indirect route. He studied psychology at University Turku, and subsequently worked as a research assistant, vocational counselor and psychologist. He joined the faculty of the Finnish Police School at Tampere in 1985, teaching such subjects as defusing violence, tactical negotiation, interviewing and debriefing. He became a licensed psychotherapist in 1989 and co-authored a book on interrogation tactics. He has been the police school's deputy

director since 1995.

Eriksson, on the other hand, became a police officer in 197 and since that time has worked in almost all branches of the Swedish police. He holds a master of law degree from the University of Stockholm, and was assigned to the National F College in 1992. He is the international coordinator of inatti concerning police training at the Swedish National Police B He represents the Swedish police in negotiations with the Sw Government and international organizations of the United Nations. He also represents Sweden in polic training matte the Police Working Group within the European Union and is member of the executive committee of the Association of European Police Colleges. Recently he has helped to engine police training support for the Baltic nations that were form part of the Soviet Union, as well as for South Africa.



Erkki Ellonen

A special LEN double interview with

Chief Supt. Nils Eriksson of the Swedish National Police College

and

Deputy Director Erkki Ellonen of the Finnish Police School

LAW ENFORCEMENT NEWS: It's a bit difficult to discuss police training without first talking about recruitment. What do you look for when you recruit police? What criteria do you use to select officers?

ERIKSSON: When we recruit police officers, first of all they need to be Swedish citizens. You have further to be about 20 years of age. You need at least one year of working experience — the working experience could also be that you have taken care of your children, for example. Anything, really, so we don't get people directly out of college or something like that.

LEN: Out of college?

ERIKSSON: Yes, all students who come to us must have a school degree, which means that they can go directly to university. It's not comparable with the States. It's not the highest degree; it's the college degree. They must have a driver's license. For physical training, they are tested; they are interviewed at least two times. They must present a paper about themselves.

We are the only police training course in Sweden, so we get the people from all over Sweden. This means that the local police forces do recruitment for us, but then they are selected on a national level. So far the average age has been about 25, when they start our basic training program. Even

within that group we get different kinds of people. We get people of 40, we get people of 22. People from different kinds of backgrounds: nurses, some have studied law, some have actually been examined from law school, farmers, whatever — it is a real good mixture of people. That's what we are looking for because we would like to mirror the society, and our problems are, for moment, to get enough people with an immigrant background, and more females. The percentage of females in the Swedish police is less than 20 percent total. We have succeeded in getting about 35 percent of female students at our college every year, and we try hard by advertising in TV programs and in magazines that are actually read by immigrants or by females. We have higher percentage than 35 who apply, but there's no quota, and everybody has the same test. We have succeeded in staying around 35 percent of females every year. Our goal is to have about 35 percent of females in the total Swedish police force in the future, but with 35 percent every year will take us till the year 2020, something like that, to reach that number of females.

On average we used to recruit between 400 or 500 every year. I guess we have about 5 percent who quit for different reasons — most of them because they thought it was more running and screaming than theoretical studies when they start. They are a bit shocked when they find out things about our cup of tea. You discover that they don't stand up to the theoretical level which is needed, they don't pass the different exams. Others stop behaving the way we think appropriate to a police officer, and others are actually asked to leave because we find out that

The police have wrong attitudes. We are trying to train them to behave in a European way, a civilized way. [We try to teach them] skills to be with foreign people, not to be afraid of them, for example, but to see them as human beings, like everyone else."

about them, or they get caught for little crimes. Of course, before we recruit, there's also a check in our registers that they don't have anything in their past. If we find something like that, we normally don't accept them as students. For the moment, we don't need to because we have about seven-plus applicants for our places, and then we can choose.

We are not sure that we are getting the right people anyway. If you try to recruit very good people who are going to work in an environment which is not the best, normally they don't come from homes where there's been divorce, or from homes where they have economic problems. So they are a bit unprepared and unfamiliar with that kind of social environment where they sometimes have to work. We don't know how to solve the problem — well, we don't find it's a problem, but we find it's something that could be improved one way or the other. We don't have the solution. Though it's a high average age, the officers we recruit — it's normally a second career one way or the other, which means that most of them stay on. I would guess that in Sweden, if you become a police officer, you retire as a police officer. So it's good and bad. If you change careers, it's also good because you get good ambassadors for the community policing to help keep the connections, and also to get the real message out there.

LEN: Mr. Ellonen?

ELLONEN: One thing to begin with is that in spite of the fact that Finland and Sweden are very near to each other, we have some differences in the society. For example, with incomes there's a big difference. Concerning just policemen, in Sweden you have concern to get the mixture of different age, and so on. In Finland we get about 3,500 applicants per year, and we take about 200 or 250 on a continuous basis. We are very busy training at the moment because there are more policemen needed. The usual age when coming in is about 22, 23. We have tests: physical, interviews, psychological tests, some knowledge tests to understand how to handle information, and so on. Females are about 15 percent coming in. There is a selection board which makes the selection finally, and takes the responsibility. So we get quite a homogeneous group of talented young men. We can really pick the cream.

LEN: Police training in the United States is, at best, six months. recruits learn the law, procedures, self-defense, tactics, firearms training, with a little bit of ethics and cultural-diversity training thrown in. Given the complexity of police work, many departments are struggling to make training more relevant to the job. What does your training emphasize, and what would you recommend?

ELLONEN: We have in fact a new basic training system; it started in May. Of course there's lots of philosophy, but the main point is to give them the practical skills in the field. The whole basic training takes two years, so there is a lot of juridics, behavioral science, professional subjects and so on. We don't differentiate the subjects; they are all the skills of the police. In this new training system, we really emphasize skills so that they are able to develop as policemen.

First, one year is basic, key skills and the role of the police, ethics, a lot of that, juridics, basic knowledge. After that they go to work for half a year. They're supervised during that period, and they are still our students, but they are in the field, and our teachers go with them to see and have connections there. This is our new system. Then they come back for three or four months and they have this period where they can show what they have learned. We test them before we let them out. After two years they get their license to be a constable and work in the field. So, then, we have a lot of work with the new training system. It's skill-based and it involves multidisciplinary teams with teachers who work together with the pupils and try to get new training methods. For example, problem solving. Problem-oriented learning is a basic philosophy we try to work with to get the best of things, because in the field you have problem-oriented community policing teams. In the school you have to have the same philosophy so that they get the tools to think when they go to the field. The problem is that the field is much bigger and it doesn't change as quickly as we can do in training. So we try to emphasize more cooperation between teams and the training. That has been a problem, that police training has been such that the training's there and the field's there and there's a big gap between.

Concerning this minority training, I have worked as a psychologist, and participated in a lot of discussions in Europe about these diversity things. At the moment we have a new way of thinking about that, too, because in a way with the old one, the police have wrong attitudes. Instead, we are trying to train them

to behave in a European way, a civilized way, a positive approach — skills to be with foreign people, not to be afraid of them, for example, but to see them as human beings, like everyone else.

LEN: What about the Swedish approach?

ERIKSSON: To start with the end, it is extremely hard to give a recommendation when it comes to police training, because police training should actually aim at being one of the servants of that society you're working within. We're trying harder in the European Union for the moment to find basic standards which would be the equivalent to things like that. But among the European countries it's very hard to give some overall recommendation, especially when it comes to countries that have a lot of different police forces, with different police tasks. With the Finnish or the Swedish or the Norwegian police, it's very easy because we have some of the same basic values. The Swedish police force is responsible for everything from the Security Service — which would be the equivalent to your Secret Service — and FBI and everything down to the local police authority in a small village. They have the same training, the same rights, the same uniform.

As I told you before, this is what we have done; it's impossible for me today to say how it will look in the future. But what we have tried to do today — of course, the main part of that will be also in our future curriculum — is to find a good balance between skill and knowledge. It's good to have good skills, it's necessary because all professionals need to have a certain amount of skills. You could have a profession. But you also need to have knowledge of how to use the skills, why you use it, when you use it, and how it can improve your skills, because the change in society is so very rapid, you know, and sometimes you must build some different methods. So to have a knowledge about changing legislation, changing of society, changing of policy, changing of demands, etc., means that you also improve your skills. But the base, as we see it, is knowledge, and then the skill is something which we build on to the knowledge.

"The way to do it best is to get our police officers to be problem-solvers. That means we have to train our officers in cooperating with other agencies, because the police cannot do everything themselves, and shouldn't."

We also stress very much in the theoretical part what's going on the Swedish legislation, the law and human rights. We have always considered human rights to be well covered within the other topics, but what we are developing now is actually human rights more as a topic in itself. The Swedish legislation has built in very many human rights guarantees within the Police Act. But it also has to do with the ethnic minorities, with the more multicultural society we have developed to be.

Like my Finnish colleague, I do agree that the way to do it best, at least for the moment, is to get our police officers to be problem-solvers. To come there, we need to train them with a problem-based learning system. We need them to be problem-oriented, to see the task as a problem. We wouldn't like in the future to go to the same house where they are beating up the wife or the husband every night. We want to solve that problem. Of course, that also means we have to train our officers in cooperating with other authorities and other agencies, whatever, because the police cannot do everything themselves, and shouldn't. We might give early alarm to other agencies that something is wrong here, and then we should do our part and take our responsibility, and also to encourage others so that they can take their responsibility and we can solve the problem together. It should be and could be a very good way of cooperation.

One thing I forgot to say when it comes to recruiting, and that is, for the moment, the way we train our students is a 33-month curriculum. It starts, like the Finnish, with 10 months at the police college. That is a basic training program with an enormous lot of theory, and then the skill training to know how to use the theory. Then they go for 18 months of practice. In this practice they are not just a resource for the force who gets them. We try to do as Erkki has told you, to keep in contact with them during that time so that we know in a way that they still belong to us, that they're still under training. They got the badge, they got the gun, and during those 18 months they are doing everything within police, even working in the chief's office, to learn administration, to learn where the money comes from, to learn the political influence within the police, to learn all about the different legal responsibilities that an administrative office of the Swedish police has. Then they go to forensic, to the drug squad, to traffic — they should be getting generalized training during this period.

Also, as a part of this period we take away their guns, take away their badges, and they are not bound to the Secrecy Act for between two and four months where they actually work with a social work authorities or somewhere else that's relevant, to see police work from another point of view, and get another perspective on their own profession. Then we bring them back to the college for five months and we go into much more community policing. We also try to debrief them a bit, and they get a chance to ask about things they have noticed and a lot of what went wrong on them during this time, and then we graduate them after a total of 33 months.

During the first 10 months, so far they haven't had any kind of salary; they have to finance those studies themselves. It's like any other kind of professional training, where they have to finance it themselves. We want to get people who are interested in police work and want to invest in it. It's also good because they put pressure on the teacher, they put pressure on the system. Norway, for example, has that system today. They have a three-year basic training: one year in, one year out, one year in. And they have to finance it themselves. So that's the way we are doing it for the moment. But as I said earlier, we have stopped recruitment and training for the moment, and I think that sometime next year we'll be able to tell you what it will be. We are discussing using the university to take on the theoretical part of the training. It also will encourage the students later on to carry on their studies within the university, and it also will open up other markets for them, not just within the police.

ELLONEN: If I can comment, please. About the skills, as Nils told you, there's been a shift from knowledge and technical skills in our country. Because there are lots of different skills. There are technical skills you need in police work, like doing security. There are also behavioral skills you have to have to work as a policeman, intellectual skills, skills for searching for information. So skills are a very broad subject, and you can't say anymore that it's knowledge against technical skills because it's a much more complicated thing. And in Finland, for the moment, all is paid

for, but who knows what this Swedish system might bring to Finland.

ERIKSSON (laughing): That's also a typical Nordic thing. One country starts with one thing; the others wait a couple of years, take the best out of it, and they start using each other's experience. It's a very interesting situation because Norway, Sweden and Finland all have different models at the moment. Maybe it can inspire us to work to gather the best points.

LEN: In the United States, just to give you an example, there are some states that use colleges or universities to provide training the way you're describing it. The curriculum is developed jointly by the police authority and the college, and after two years of college that person becomes certified. Yet many police chiefs feel that the officers' skills are still lacking. . . .

ERIKSSON: The reason why the Swedish Government is interested in reviewing the present Swedish model of police basic training and using universities is, first of all, it's a way of forcing students to get used to that kind of education, and also to mix with other parts of society. They have to find their own lodging; we don't barracks them, so they might be mixed up in society already. That's one reason. The other one is to make the knowledge more significant. So what they should study at the university would be law, communication skills, social science. In order to do that at college, the police would then be in another atmosphere. But still, we would be responsible for the skills training. This would just be a formal part of the police training.

LEN: In other words, you would go through your recruitment process and tentatively accept them, and then they would go to college?

ERIKSSON: That's right. These courses then will be paid by the Swedish National Police for those who are accepted as students. The courses will also be open to others so that in the same classroom there will be a mixture of people. Then, perhaps, if they haven't done it before, they could later apply. But this is just

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Interview: Scandinavian police training

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to show that there's a new way of thinking within this administration. We don't know how long it will be; we don't know exactly what will continue, we don't know even when it will happen. It's always a question of money.

LEN: Isn't it always?

ELLONEN: I'd like to comment, because there are, of course, many reasons why we make different solutions. In Finland, starting in the beginning of next year, we have coming a system where we have two police science professors in our university, and they are responsible for developing police sciences, police subjects inside the university, and they are the contact persons for how we get into the university level. We don't use the university at basic training level; it's in the chief level. The problem is what kind of research would help police. That's why we have decided we want to have our own professors. We pay their salaries...

LEN: You pay their salaries so that the research will be relevant to what you want, rather than following someone else's agenda....

ELLONEN: Yes, that's the point. So it's coming the beginning of next year. We have big reforms all the time now in Finland.

LEN: In the United States, many departments have moved to community policing, and yet there still is no formal accepted method of teaching this type of policing. Is that type of policing now incorporated into your training, and if so, what shape does it take?

ELLONEN: It's the shape of the new learning methods. You must start with problem-oriented learning. We have books from the United States which concern this problem-based learning and so on, and we try to adopt those methods in our school, in our training. It's a way of thinking; it's not a technical question. It's a way of thinking, of searching for information, of analyzing it. For example, in basic training, our students must do a research paper, just a small one, to show that they can handle information, analyze information, and make judgments concerning different kinds of information. That way of thinking is the tool for doing problem-oriented policing. It's not the technical question. It's an atmosphere, a culture. And you must start it in the training, and you have to struggle with it with those in the field, because you are giving them something new. They are the agents of change. Our Ministry has said that community policing is something you do, so in the training, we must take it, adapt to the situation and make our reports accordingly. That's what we are trying to do. It's not that our training system is problem-based totally, but we take whatever we can and use it. It will take some time.

ERIKSSON: I agree with Erkki 100 percent. Community policing is a philosophy. First of all, the Finnish and the Swedish police are national police. The Ministry of Interior in Finland and Ministry of Justice in Sweden are responsible for the police. The overall philosophy for the Swedish Ministry of Justice is that one way of reducing crime and increasing safety for the citizens is actually to try to do much more in common with them, to try to be more proactive than reactive. To be proactive, you need to find the problems and try to solve them with the rest of the community.

We have put a lot of efforts into our community policing programs. Of course we try, or have tried the last few years, also to put it into the training as much as possible. But these are some things that actually must start from the recruitment stage, where you get the right people so that they don't think, "Oh, I would like that nice uniform and a big gun and a nice car." To be honest, it's a bit difficult to train young amateurs to be young professionals when they don't have any experience with the profession. They can understand what we are saying, but they don't understand how to do it, how to carry it out. Even if we would be able to train them in a very good community policing program, on the first day they are standing in the police station, their first shift, if their sergeant is not into this way of thinking, it's wasted money, it's wasted time. This is a change in culture; it's a change in methods. I don't think it helps so much to change the organization and methods so long as the philosophy is not 100 percent within the organization. The methods and the organization come automatically sooner or later.

As Erkki said, we try to find out what's going on in other parts of the world — the United States, the U.K., Europe, wherever. But you can never steal the whole cake; you can steal a small, small piece of the cake, and then you can try to adapt it to your system. We have to fight many things here. With our government, the Parliament and our National Commissioner ringing in our ears, we have to try to change the habits and the way of thinking within the police force, and also within the rest

of the community. Community policing is not a reactive kind of policing; you need assistance. You need prosecutors, courts, social workers, the whole public to take part in it. So we also have to be some kind of messenger boys in this vein. It might be that more women in the police might change the culture, which would make it easier to change attitudes sooner. We try to do what we can, but it's not just a question of training. It's a question of thinking, and from that thinking, using your professional skills in carrying out a safe community for the public.

ELLONEN: Change happens in small steps. You can go a long way with many small steps. It's a complicated thing; there are so many things that you can't expect you're doing something correctly in one or two years. Slowly something happens, but it's a lot of work at the moment to make something happen in practice.

LEN: At any given time in the United States there is a major police-misconduct scandal going on somewhere. As a result,

"In Sweden, if one of our officers should misbehave in one way or another, it's not possible in our country to sue the police force. It is the officer himself or herself who will be prosecuted. So that also gives a pressure on the officer to behave"

many departments are trying to incorporate preventive measures into their training, but once again, they're really uncertain as to how to do that. Both of you mentioned earlier that ethics represents a big chunk of your programs. Could you elaborate?

ERIKSSON: Ethics in Sweden has been very badly formulated. Sometimes during certain years it meant one thing, some other years it meant another thing. I think we are coming down to basics soon: Stop talking so much about that you should have all the buttons on the uniform closed, you should have the shoes nice, you should be behaving, saluting, etc. That's a way of behavior; that's not ethics in itself. Of course, while not scandals, we have things happen in the Swedish police as well. We are trying hard to reduce the number of "black headlines." As in all the Nordic countries, corruption is rare compared with many other countries, although, of course, we have things we could call corruption — also misbehavior, especially when high-ranked officers, to use an example, don't behave in a proper way. Sometimes it's blown up too much by the papers, by the media, but it's a wide interest for the public, and they're paying our salaries, so officials try to behave as well. Police and politicians, I believe, are the most popular targets.

It also gives us a certain responsibility. We are at the moment finishing quite new training in ethics for the three major police forces in Sweden: Stockholm, Göteborg and Malmö. It's a pilot project. We try to see how it's received, what it may do, etc. But that is the real first effort we made in Sweden from a central level to make some kind of national program.

Of course we have ethics in our basic training. Not so much that you should be proud of your country, etc., blah, blah, blah, and not just 10 beautifully written lines — a statement without any value. There are some values in the paper, but sometimes it's high-flying. Ethics is so much more pragmatic: How do you approach people? How do you react if you see something within your own force, within your culture that you don't agree with? How can you change your approach to the public, your approach to your colleagues, etc.? There are multi-facets here in this. We are paying it very big attention, and it also has to do with a way of acting as a professional police officer, and with human rights and human dignity. So it's a complicated question, but we are eager to improve ourselves all the time.

ELLONEN: I agree very much with what Nils says. Ethics one word is too much. In police training we must define more precisely what is meant by it and in what connection — what's a question about corruption, internal things, or a question about police violence or something like that. But one thing sure is that no more moralizing is needed. Ethics has come stage where it has to become more pragmatic in police train think. Of course, the Constitution gives the basis, but in pol work, in stressful situations you have to make judgments in seconds, or in parts of seconds. So to really help policemen street, for example, we're using a tape that's situation-based gives in a very pragmatic and clear way something to discuss later about the real police problems and judgments and so on. There's also lots of psychology of things there, too. One thing which is a concept of professional ethics is that you have to be professional, and you have to be cool [laughs]. It's not you business out there when you're doing police work.

ERIKSSON: I've seen different police forces, different police training, different police jobs, different police responsibilities over the world, but there is one thing in common, and that is to reduce fear among the public, to increase safety in society, to try to eliminate crime as much as possible. But we have different societies, and that also means that we do different kinds of policing, and different kinds of police forces or agencies or services have different kinds of responsibilities. But in the end there must be some kind of law enforcement ethics within. I think the difference we can see is dependent on what counts how much political influence there is in daily police life. If there's a really professional police who actually follow just lines of the duty, who go in to do what they are trained to do, what they are asked to do, like a more self-standing body, then it's easier to keep up the high ethics. But if there is a possibility for — let's say the worst that could happen, corrupt politicians who can actually steer the police and use the police for his own purpose. Then you are in trouble because ethics won't help. I think we are fortunate in our countries that we are very, very self-standing, and we actually have written out in our Police Act that nobody can order you to do something that is not a legal thing, etc. And another thing: in Sweden, anyway, if one of our officers should misbehave in one way or another, it's not possible in our country to sue the police force. It is the officer himself or herself who will be prosecuted. So that's also gives a pressure on the officer to behave because she or he is the person who will be blamed. That's the normal way. And there is not that huge a difference between us and other countries.

ELLONEN: The same in Finland. It's all so different compared to the United States.

ERIKSSON: It's a professional responsibility you are given when you are graduated as a police officer.

LEN: In the United States, a department is not usually sued for corruption, but very often is named as a co-defendant in excessive-force lawsuits. Can your departments be sued if

ELLONEN: No.

ERIKSSON: No.

LEN: It's always the officer who would get sued?

ELLONEN: It's always the officer who's on trial.

ERIKSSON: Yes.

LEN: It might solve a lot of the problems in the United States if an officer thought that he or she was going to be personally liable, rather than the department.

ERIKSSON: I've seen a few instruction videos in other countries where it goes out to show police officers when and how to use force. We have the same interactive things where you shoot the laser beam, but we actually try to teach the officer to shoot, because there are other ways of solving the problem. But it comes back to what I said before, about differences in way of behaving — first, the expectations of what the police should do and how they should solve problems. I don't say one is right and one is wrong, but sometimes we look upon the same problem from different angles.

LEN: In the States they're taught when to shoot, not usually when not to shoot.

ELLONEN: This matter of when not to shoot is a tactical decision you make, and the worst one is that you shoot at the wrong moment.

If you compare how many times you use your pen to how many times you use your gun, you should be at least as skilled in using the pen. You have this yearly rehearsal in using your gun, but they never rehearse the use of the pen."

ERIKSSON: In our basic training, we never train our students to shoot to kill. In the 34 hours of shooting training they get, it is to shoot to stop, and that means that normally we try to shoot below the belt. When they have to react in a tenth of a second, that's where they should be aiming. It doesn't say that they are not allowed to shoot above the belt, but then it must be acceptable conditions.

The police in Sweden use their guns, I would guess, about 30 times a year. Shooting people by mistake has taken place about once every third year, something like that. If you look at the reality, I would guess we could use the gun 500 times more from the legal point of view. But we don't do it. I see that as a result of good training. We actually have the right; we wouldn't be blamed if we shot. But we don't do it.

LEN: The police chiefs we speak with on a regular basis say that a serious problem with their officers is their inability to write well, to write good reports that will stand up in court, and that their officers don't communicate in an articulate manner. In addition, many departments in the U.S. have adopted the practice known as Verbal Judo to train officers how to get someone to obey commands without resorting to cursing or bullying or anything like that. Do you have similar kinds of problems?

ELLONEN: This is not a problem at the same level in Finland. Because police reports must be precise, we have intensified training; they write form reports and must be careful because they are public documents, and it's very important that policemen make good reports. And, of course, communication skills is part of that. We use Verbal Judo in situations where we have too many people. And police must be able to handle so many situations, that you need that skill. But you need the use of communication skills, too.

LEN: Prosecutors frequently complain that they can't go ahead with a case because the reports are written so badly....

ELLONEN: It's very important; it's a professional skill that a policeman has to have, to make a precise report.

ERIKSSON: If you compare how many times you use your pen to how many times you use your stick or your gun, you should be at least as skilled in using the pen. You have this yearly rehearsal in using your gun and your stick, but they never rehearse the use of the pen. We have the problem with the people we recruit, to be able to write in a good way, to be able to give a report that actually tells what happens: who saw what, who said what, was it the officer who saw it, or was it a witness who saw it?

It's not just a problem in our countries. I've spoken to colleagues in other European countries, and it's still the same. I've spoken to people outside the police, in the universities, and they are complaining that the students coming to the universities have the same lack in writing and even reading. Our students normally speak at least one foreign language when they start with us. Most or all of them speak English when they come, and then we try to improve with some specialized English. They're not especially good in Swedish, and if you're not good in your mother tongue, that is a problem.

LEN: In a similar vein, the United States ended the military draft about 20 years ago, and since that time many police officials have complained about a lack of maturity on the part of those that are now being hired because they do not have a military background. Is there a similar phenomenon in evidence in Sweden or Finland?

ERIKSSON: In the '50s and '60s, many police officers had a military background. It has slowly been reduced in Sweden, especially in the last year. We have a draft system in Sweden, so all those we recruit more or less have done military service in one way or another. If you're talking about problem-oriented policing, there might be problems with people who are trained in a good, professional way to not react as if they were still in military uniform, as far as responding to threats by using force. I don't say they have a problem, but there is a risk that could happen. Instead, as I said earlier, we try to recruit people from various backgrounds. And then we have 25 percent female — I hope they increase that number at the college — which means that they soften up the situation as well.

We don't like the macho type of police officers; we don't ask for that. Some, of course, are developed to be that kind of person. Many of them don't pass because if they behave in a way that we don't think is appropriate during the three-year training period, we have a possibility to get rid of them if they misbehave. I don't say that this might have to do with military training, but the Swedish police force is very different from the military; they have different responsibilities. We need problem-solvers who do

it in a good way, so the discipline is needed more for the police officers. But there are different kinds of discipline. It's very easy for the chiefs to say why all these novices lack discipline: "It was much better in the '50s when we could ask them to march until they die!" But why should they march? We don't have drill, for example. We don't need the drill. We learn how to walk in tactical formations, but we don't have parades and drills because in the future they will refuse to pay money for training and to march for hours on an exercise field. I know there are people who say that it's good because they then learn to do things together. That group will, perhaps, but they will then be spread out all over Sweden. So the Swedish philosophy is that discipline comes through ethics and not through the military.

ELLONEN: In Finland, we have general military service for young men, so everyone has military training. And from what I have seen, it's very rare that it has been a disadvantage. No problem, no problem. So discipline is really taught in the same way — as an ethical question.

LEN: We've been discussing mostly basic training. Could we talk for a moment about command training?

ERIKSSON: It's not so much command training, but what we have done — I don't know about the future, but so far the basic training is generalist training. If we need some kind of special discipline, which might be needed during special types of operations, that's a part of training for those people selected for those task forces.

It also depends on what you mean by high command post. If you take the chief of police, it's the same as in Finland: You have to have a law degree to have the rank of department superintendent and above; then you can work within this career. You can sometimes be the head of the police, but you can also be the third deputy in another force. We're not that rank-structured; where you work depends on what we have from one time to another. But those who don't have a law degree so far haven't been allowed into the chief of police career, so we try to have our colleges give management courses for them. We don't say that these must be lieutenant or captain or something like that; it's up to the local chief to decide who she or he wants to send to this. They know what the course is about; it's about a six- or seven-week course, and you go home and do some work and you come back, etc. That's good for the middle management. For the top management, for the chief of police career — we are also reviewing that one, but it has been that you have a two-month special training at the police college where we give most of the law principles and the special police regulations, etc. Then you go out for a practice in society, with the courts, the prosecutor's office, the police force, the administrative court — and that is for a period of almost two years. We bring them back for four months to have special training in management and police administration, etc. Then they graduate as a superintendent. What we are now discussing is how to let the young officers to make a career within the system, to let them move up. We don't know if Parliament is willing to skip the need to have a law degree. If they don't, we have to give them some kind of legal qualification anyway. In the Swedish police, the head of the police has to make all kind of legal decisions, not only with the staff, but also with

"There are different kinds of discipline. The Swedish philosophy is that discipline comes through ethics and not through the military."

ELLONEN: In a country like Finland, a small country of 5 million people, we know each other. We know that this one fits here, this one goes there, if there is some kind of a special ability

LEN: In the United States there is little of what we call command training, the kind that will prepare an officer to take on a very high rank. And often, if you are selected to attend such a training program, the selection might be based on whom you know rather than what you know. How is training at this level handled in your countries?

ELLONEN: In Finland, we have a new system concerning special training for the chiefs, and it will be open now for a constable. When he starts he can be a chief constable, and he can have a university degree as a background.

LEN: He needs the degree first before he can go into your training?

ELLONEN: Yes. He gets the degree and then he can apply. Usually those people are chiefs or district heads — at the moment. It will change a little. And also all those people who have university degrees can apply to the system. It's a long training; four years to have all that training.

ERIKSSON: For us this special training is not done in the universities, although it's very closely tied to the academic. At the beginning of next year there will be a national police college where all this will happen. At the moment we are two separate training units, but it will be one beginning next year. All will happen in that structure.

LEN: You want to keep this training in-house?

ELLONEN: Yes, the police in Finland have been able to keep it very much in their own hands. Of course we're open, but we want to keep the professional things within the police.

ERIKSSON: I don't want to sound pessimistic, but there's a huge difference between what is called a chief of police in the United States, and the head of a police force in Sweden. There are different responsibilities, and different ways of doing things. The Swedish chief of police is a civil servant. He doesn't answer to anyone except the National Commissioner, more or less. The Ministry of Justice cannot order him or her to do anything. They're not financed by the local government; they're financed by the national government.

buildings, with the hiring and firing of people. We don't normally have lawyers employed; we have that on the national level, but not the county level. So there is need for legal expertise.

LEN: With the formation of the European Union, and the political and economic changes it will bring, what sort of developments are occurring with respect to law enforcement? For example, can the police from one country go across a border to conduct a search in another country? What language would you use for emergency communications? For that matter, is a common radio frequency planned for police communications? In general, do you foresee changes with broad and deep implications, or merely superficial changes?

ERIKSSON: I wish I knew the answers to those questions. Nobody knows yet. It's still very, very difficult. The first step you see in police cooperation is called Europol, in The Hague, which is an intelligence-gathering center. There has always been good cooperation between the police forces, but this is a way to regulate it. We have conventions or agreements between the police forces, but we don't normally have police operations go from one country to another.

The language that will be spoken is normally your own language; most countries, in middle Europe anyway, are bilingual. I know they have some problems with the channel between U.K. and France, so they train the police on both sides, and they have a computerized system with which they speak to each other. But there are a lot of efforts going on. In police training, we are trying to support each other with language courses, etc. Of course, we are always one step behind the criminals, because the borders go down and the criminals can go from one side to another. It's no problem for them, but for the police it's a problem.

ELLONEN: This European Union is a new thing for us; we are only members from the beginning of this year. A problem with the E.U. is that it takes manpower. People must travel to Brussels, to Germany, to Italy, to everywhere. Plus, they have to do their work at home. That's one problem. Generally, all police feel — I've heard them say that this is a bit frustrating because nothing happens. You take a two-day trip that is very demanding, you have to fly home by night, make reports and so on, but you don't get any results because there are so many participants, everyone wants to say something about this and that and the other thing. So it will give results slowly. There are lots of good starting points, good agreements and so on, and in the long run it's good for the

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Forum

Greenberg, Cooper:

Unused secret weapon against terrorism

By Martin A. Greenberg
and Ken Cooper

Acts of domestic terrorism are again in the news, and the United States may be forced to take more measures — and more serious ones — than its citizens are used to in order to reduce its vulnerability.

The new wave of incidents began, roughly speaking, with the 1993 bombing of the World Trade Center in New York City, which killed six and injured more than 1,000. This was followed by the bombing of the Federal building in Oklahoma City in 1995, with the loss of 168 lives, and in July of this year, by the destruction of TWA Flight 800, which claimed another 230 lives. (Admittedly, sabotage has yet to be pinpointed as the cause of the TWA crash, but at the same time it has not been ruled out, and few observers seem to think it was anything but.)

In the wake of these tragedies, President Clinton said, "We need to get the very best ideas we can to try to strengthen this country's hand against terrorism."

Experts in the field have commented that the problem of countering terrorism is complicated by the nature of America's open society, its large and diverse population, and the simmering hostility and anger felt by some groups in our society. On the other hand, it is possible that tips from a vigilant public can help authorities by alerting them to potential threats. Authorities have solicited information from the general public by using toll-free telephone hot line numbers and Internet addresses in their efforts to gather useful information. However, Federal and local authorities appear to be very reluctant to mobilize the com-

munity in such a way that the United States could be said to possess a new security force designed to stop terrorists before they strike.

Jeff Beatty, a terrorism expert who worked on security planning for the Olympic Games in Los Angeles in 1984 and Barcelona in 1992, has observed:

"In the counterterrorism business, if you're

Federal and local authorities appear reluctant to mobilize the community in a way that could give the U.S. a new security force designed to stop terrorists before they strike.

investigating, you've already lost the battle. The key is stopping an attack beforehand. . . . Terrorists build practice bombs and conduct casing and rehearsal activity that may be suspicious. Citizens need to chip in with additional eyes and ears to report suspicious activity. . . . To win the war, we need an organization and tools designed from the ground up to beat terrorism worldwide."

A similar view was offered by Robbie Friedmann, another Olympic security consultant, who stated: "The community should be called on to help law enforcement do their job. . . . It's common sense. There are more of them than security personnel. . . ."

How best to protect the health, safety and welfare of the public is a complex problem involving a myriad of private and public interests and initiatives. In the United States, as we near the end of the 20th century, more than 17,000 local, state and Federal law enforcement agencies have been

established for these purposes. However, such responsibilities have not always been in the exclusive hands of government.

In England, since at least the late 13th century, large towns were officially policed by a constable and a security force consisting of unpaid citizens. Since 1662, the local citizens who perform in this capacity have been designated as "special constables." Today, about 15,000 specials perform routine patrol duties alongside regular constables.

In the United States, the terms "reserves" or "auxiliaries" refer to citizen volunteer police officers. They were first organized into significant units at the time of World War I, although unpaid "posse" members had been recruited in frontier towns during the 19th century. Currently, there are more than 4,000 auxiliary police officers in New York City alone, and at least 100,000 more nationwide. Ohio can lay claim to the most volunteer officers, with 18,000, and California ranks second with 13,000. Reserve deputies attached to the Fulton County Sheriff's Department made a vital contribution to the security of the 1996 Summer Olympics in Atlanta. Eight state police or highway patrol agencies use reserve troopers.

The traditional roles of police include enforcement, crime prevention, order maintenance and delivery of service, and the protection of rights. Terrorism involves the commission of a violent act for the purpose of some kind of political statement. The important role that volunteer police could be to help prevent terrorism. Experts have asserted that the U.S. Government has neither the power nor the resources effectively to prevent terrorism. Moreover, stricter controls, surveillance and other measures in confined spaces such as bus terminals, airports, terrorism may be impossible. Philip Stein, a New York-based terrorist, has been quoted as saying: "Even theocracy that is under siege 24 hours a day, a year, can't stop it — and they have in a security system that we could not possibly due to this country's size." Nevertheless, has survived because it has mobilized into a variety of professional and volunteer services.

In the United States, the police arsenals they serve must realize that their

Continued on

Letters

Bullish investment

To the editor:

I applaud LEN's coverage of the "Fight Crime: Invest in Kids" survey in the Sept. 30 issue. I wholeheartedly agree with the nation's law enforcement executives that we need to invest far more than we have in programs that help kids get a good start in life and grow up respecting our institutions, especially those of the justice system.

I also agree with the many public figures, no-

table Gen. Barry R. McCaffrey, Ameri- czar, who have called upon parents to their responsibility to get their kids to our system of values. It has been repeatedly pointed out that many parents up during the '60s and '70s have themselves illegal drugs. This makes it difficult for speak with authority to their kids. We can't way to guide those parents, help them and communicate a deeply persuasive message to children that draws on their own life experiences.

I would advise them to tell their children that the '60s and '70s were a time of skepticism, experimentation and euphoria. America's people were educated and informed. People tried things they had not tried before, protesting war, demonstrating for civil rights, the environment and other causes. They also tried drugs.

What we did not know was that drugs would get so far out of hand and would undermine all the good causes we believed in. I know that crack cocaine would devastate minority populations of inner cities. We did see that the drug trade would become so powerful that it would corrupt entire foreign governments, roll vicious civil wars, enslave indigenous peoples, destroy vast stretches of the landscape, support violent gangs, and put more people in prison than ever before. We never wanted that.

We want this generation to accept or avoid the terrible mistake so many of us made. If that is how we answer young people who ask "What did you do during the war?" or "What did your father do?" they will know us as we always ourselves to be — as men and women of science.

TERRY C.

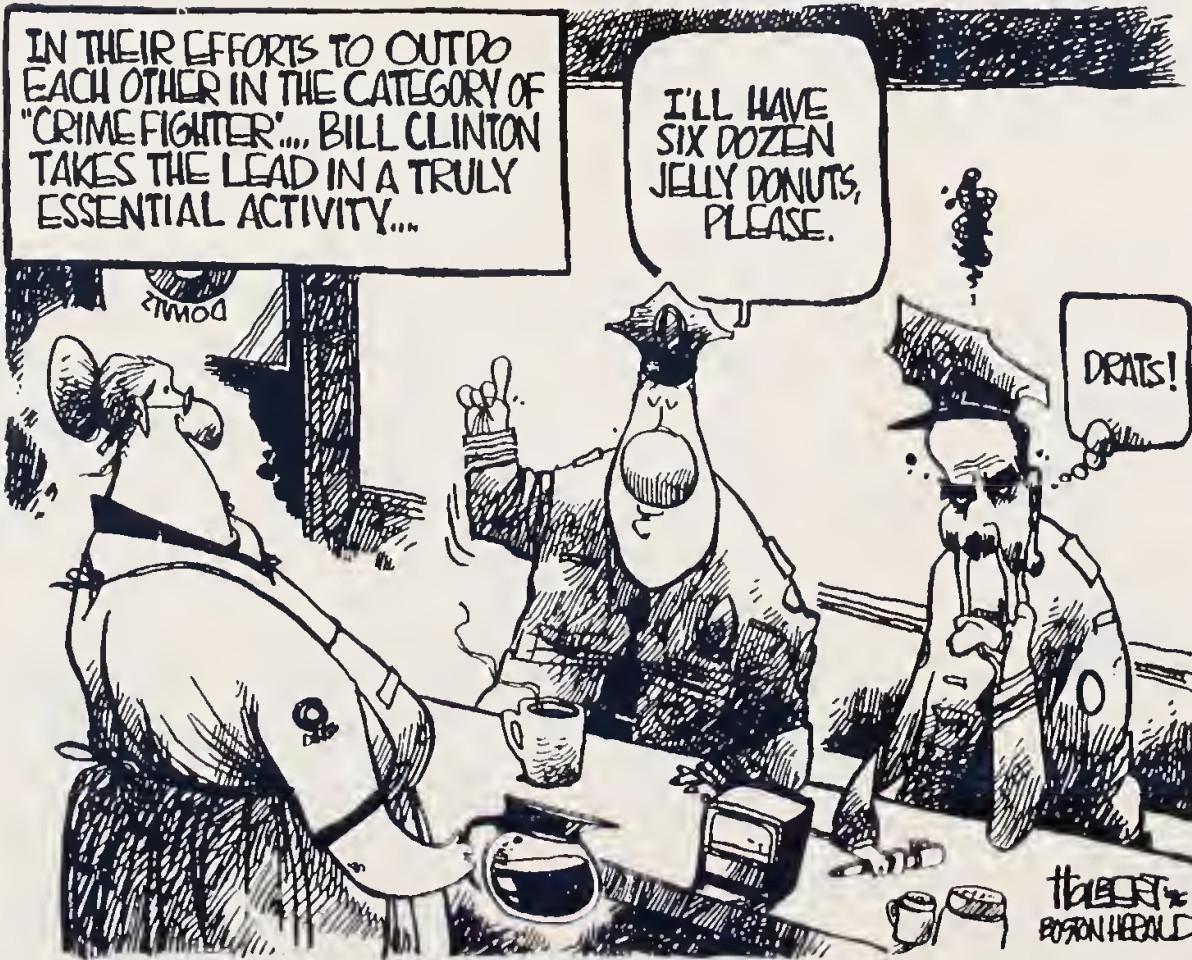
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IN THEIR EFFORTS TO OUTDO EACH OTHER IN THE CATEGORY OF "CRIME FIGHTER" . . . BILL CLINTON TAKES THE LEAD IN A TRULY ESSENTIAL ACTIVITY . . .



Criminal Justice Library

Clinging to the familiar:

Tradition-bound middle management

Operational Mid-Level Management for Police (2nd ed.).

By John L. Coleman.

Springfield, Ill.: Charles C. Thomas, Publisher, 1995.

\$85.95 (hb); \$47.95 (pb).

By Michael A. Cushing

This management manual updates a work by the same author that originally appeared in 1988. After reading this book and many other police management books written since 1988, one realizes the profound change in the role expected of mid-level police supervisors. Alternate policing strategies, such as problem-oriented and community-oriented policing, have introduced new management styles that are somewhat different from the traditional method previously used in American law enforcement. This book addresses the more traditional style of management.

The book is directed toward what the author calls an operational manager: a second-line leader, a recognized and important member of a department's hierarchical staff. Coleman says that

this manager shares an interrelationship with line functions through operational responsibilities but has a noticeable tilt toward managerial philosophy and concepts. The basic responsibility of an operational police manager is to direct the behavior of subordinate personnel toward efficient and effective accomplishment of the department's overall goals and operations.

Coleman believes that leadership qualities can be learned. After citing various forms of leadership styles found in most management texts, Coleman asserts that the best style of leadership for a police mid-level manager is a combination of the autocratic, democratic and laissez-faire styles. He also states that the traits and characteristics of persuasiveness, intelligence, flexibility and good judgment are all necessary to be

a good leader. Though he writes that these are achieved through heredity, they can be learned or developed.

One point in the book that is also mentioned with increasing frequency in other management texts is the perceived change in those entering today's work force. Police work is no different. Coleman recognizes that an organization's principal and most costly resource is the employee. Yet the operational manager must contend with a different type of worker than the ones who entered the work force years ago, perhaps even when the manager entered policing. Coleman states that today's employees seem less committed to an organization's ultimate goal than in past years. "The 'do as I say and not as I do' adage is no longer effective in the management of people," he notes. Motivation, according to Coleman, is a self-generated concept. The book's discussion of this subject, is somewhat limited. Coleman believes that managerial actions result in responsive behavior instead of worker motivation.

The text is very confusing in the way it alternates discussion between what

The author uses management and leadership concepts so interchangeably that one would believe them to be synonymous.

the author distinguishes as management and leadership concepts. While other texts go to great lengths to describe the differences between the two, Coleman uses them so interchangeably that one would believe them to be synonymous.

He also discusses the survival skills needed by an operational manager. Recognizing that as one ascends the organizational ladder there are fewer positions open in the organization, Coleman underscores the importance of networking to achieve these increasing limited openings. He acknowledges that the open, honest sharing of ideas and perceptions may become a detriment to advancement. This is practical advice for success in a traditional management style, but is at odds with many modern

theories being promoted along with newer policing styles.

In recent years, the position of what the author calls an operational mid-level manager has changed. The adoption of problem-oriented and community-oriented policing strategies has put mid-level administrators in a role where the sole ability to relay orders from a higher authority is no longer indicative of being successful.

In examining the failures some jurisdictions have had in implementing new strategies, non-commitment by mid-level supervisors has frequently been cited as a major cause. Mid-level police supervisors in such departments must develop skills not found in a traditional supervisory style. A mid-level manager looking to succeed in an organization that is committed to one of the less traditional forms of policing would be better served with a less traditional text.

(Michael A. Cushing is a lieutenant with the Chicago Police Department. He is the co-author of "The Impact of Shift Work on Police Officers" [Police Executive Research Forum].)

An eye-opening analysis of what police can & should be doing about drugs

Police Antidrug Tactics:

New Approaches and Applications.

By Deborah Lamm Weisel.

Washington, D.C.: Police Executive Research Forum, 1996.

124 pp., plus appendices.

By Mark C. Bach

This report recaps the results of a nationwide survey, originally conducted in late 1992, that was designed to reveal anti-drug tactics used by state and local police. The study, originally funded by the National Institute of Justice and now published in book form by the Police Executive Research Forum, gathered responses from 387 agencies, and showed the use of more than 140 tactics loosely grouped here into 14 topical areas.

The author sent the survey instrument to both the patrol and investigative units of a given agency to see how tactics differed among the police groups. Not surprisingly, the investigative units are more likely to show some consistency in the methods used, with 27 specific tactics being used by over

75 percent of the investigative respondents. Patrol responses showed only 10 tactics used by a similar high percentage. In addition, patrol units across the nation tended to use a broader variety of techniques, some of them quite innovative, while investigators focused on more "tried and true" methods.

Weisel grouped the various methods into 13 "police action" categories and one "community involvement" grouping. She notes that seldom-used methods might be indicators of new and innovative programs (therefore not used by many agencies) and subject to greater use in the future.

The bulk of the book is devoted to a good overview of the tactics that the author considered innovative or effective. While not every program can be carried out in every agency, the text

offers an overview of the process and cites an agency that has used the procedure. Certainly among these listings there should be one new opportunity not currently in practice in a reader's own agency.

Two drawbacks to this publication are the dated information and the lack of details requested from the original survey. By keeping the survey short, the author risked having methods without clearly defined terms being included or excluded from the results. For instance, according to the results, 3 percent to 4 percent of the patrol respondents don't use the plain-view doctrine or search-incidental-to-arrest as a tactic. My guess is that these respondents don't consider these tactics part of an anti-drug effort, but would recognize the impact of the methods in their day-to-day operation. Similarly, according to the survey 31 percent of patrol units don't use search warrants.

Perhaps these results are due to the participants not understanding the intended definition of the survey terms, or perhaps these were indeed valid responses. In addition, lots of changes

have occurred since 1992 in the police field, both in the adoption of community-based policing and in anti-drug efforts. While thoughtful analysis is necessary and requires time, an updated survey might show some interesting contrasts from 1992.

While not meant as a drug-enforcement primer, the book creates a foundation of current police practices and can open a community's eyes to what their police agencies can and should be doing to lower their citizens' exposure to drugs.

(Mark C. Bach is a sergeant with the Tempe, Ariz., Police Department, where he is administrator of the Office of Management and Budget.)

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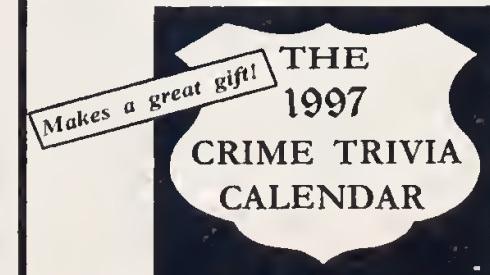
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AN AFFIRMATIVE ACTION/EQUAL OPPORTUNITY EMPLOYER

"Three-strikes" underused, misapplied

Continued from Page 1

not come without a price, the study said. "Because of the severity of the penalty in these cases, many defendants are going to trial in third-strike cases. Second- and third-strike cases accounted for only 3 percent of the filings in Los Angeles, but accounted for 24 percent of the jury trials. The effects of the increased workload on judges, prosecutors and defense attorneys and the delay caused in other criminal and in civil cases have been raised as matters of great concern," the report stated.

[The California Judicial Council reported last month that the law continues to increase the workload for the state's criminal courts, in some cases by 10 percent or more.]

The law also has been employed by some California prosecutors as a plea-bargaining tool. In San Diego, three-strikes charges are reduced in 20 percent to 25 percent of the cases, while in Sacramento, plea bargains have reduced the number of three-strikes cases by 67 percent. The report noted that the law is not used in drug cases in San Francisco, but it is in Los Angeles.

The report also noted concerns that the law is being applied disproportionately to minorities, especially blacks. "A study in California indicates that African-Americans are sent to prison under the law 123 times as often as whites. Forty-three percent of the third-strike inmates in the state are African-American, though they make up 7 percent of the state's population and 20 percent of its felony arrestees," the report said.

The report's author, Walter Dickey, a former Wisconsin corrections com-

missioner is now a law professor at the University of Wisconsin, speculated that in many states, the laws are narrowly drawn and can be applied only to specific crimes. He added that other sentencing provisions such as requiring convicts to serve mandatory minimum terms before becoming eligible for parole or those that target habitual offenders provide "quite adequate sentencing authority."

"I think there are a lot of prosecutors who, in the exercise of their discretion, don't think it's appropriate," Dickey told Law Enforcement News. "They feel that because so many criminal statutes have had their penalties increased in recent years, they've got sufficient authority and leverage in plea-bargaining. There's certainly evidence that there's a fair amount of that going on in California."

Dickey said he believes that the push for three-strikes legislation was "to a great extent a political opportunity that was seized by politicians and advanced for the apparent reason of more effective crime control, but really for political gain. The politicians got the gain, the people who deal with offenders every day — never feeling any great need for it — don't make great use of it or do so in more subtle and discreet sorts of ways."

Quinton County, Pa., District Attorney Ted McKnight, who is president of the Pennsylvania District Attorneys' Association, said the law has rarely been used in his state because it has only been in effect since last year. He added that Pennsylvania's three-strikes law gives judges broad discretion in imposing sentences on those convicted of vi-

lent offenses, including the authority to sentence three-time losers to 25 years to life in prison. "Our association argued against legislation that called for mandatory life because it in effect creates a geriatric population in state prisons," he noted.

Pennsylvania's three-strikes law, which applies only to violent crimes, is different from others on the books, McKnight pointed out, because it provides staggered sentences of 5 years, 10 years and then 25 years to life for

each strike against a defendant.

"The object was to get the violent offender off the street and incarcerated during his violent years," he noted. "Various studies indicate that after a certain age the number of violent offenders dramatically increases. Our law covers that time frame. Rather than providing a welfare system for aged criminals, we tried to provide incarceration for the potentially violent individual during his most violent years."

Based on his own experiences in the

criminal justice system, he's personally skeptical at the effect of the three-strikes law. "When you look at our sex and violence problem, I bumper-sticker kinds of solutions don't work. I'm just tired of political sound bites, when we've got problems and we ought to think about them in more thoughtful ways than this."

Unfounded allegations to be purged from Calif. cops' file

Continued from Page 1

forcement News. "They're a nuisance to the officer."

House said his law enforcement career gave him a unique perspective on the issue. "I have been there. I have been the officer complained about, I have been the sergeant that investigated complaints, I have been the lieutenant that reviewed them and sent them to the commander. I have been the commander who approved them and sent them on up [the chain of command]. I know what they are," he asserted.

The Assemblyman agreed to switch the term "unfounded" to "frivolous," which made the measure more palatable to opponents. He noted that during the legislative debate on his proposal, the Senate approved a bill that levies a \$10 charge on state prison inmates who initiate "unfounded" medical appointments to get out of their cells or work details.

Los Angeles police spokesman Cmdr. Tim McBride said officials there were concerned about the broad definition that could be applied to the term "unfounded complaint."

"The definition is different with different departments around the state," McBride said. "So what unfounded means to one means something else somewhere else. It's too broadly defined."

The Los Angeles Police Commission, which has been adopting reforms promulgated since the 1991 Rodney King beating incident, had opposed the bill in its original form, believing it would pre-empt its ability to track problem officers.

"They want to be able to look at the full employee and all of his activities or allegations, whether they're unfounded or not," McBride observed. "Most police officers would agree that if it's unfounded, it didn't occur, so it has no place in their [personnel] package."

The change apparently appeased some opponents, including the California affiliate of the American Civil Liberties Union, whose chief concern was that efforts to track officers with misconduct allegations against them would be undermined, according to Francisco Lobaco, the group's legislative direc-

tor in California.

While opposed to both Lobaco said, the civil liberties focused its opposition on a version, which he said was "We're very concerned, especially officers who have three or four non-sustained complaints, investigation services, whether it additional training, supervisor sort of counseling, would not be available," he told LEN.

Lobaco said the state ACTI concerns that the law might "an expansion of cases for frivolous since [the determination not being made by an independent agency, which is why we'd move our opposition."

Meanwhile, Ann Bradley, woman for the American Civil Liberties Union of Southern California, her organization was "really with the Governor's action. It was a very, very good choice to remember when we've ever had a Governor, so I think there's a kind of meritous in that in itself."

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LEN interview: Police training in Finland, Sweden

Continued from Page 11

police in Europe if they have personal contacts, if they get to know each other.

ERIKSSON: For example, in June we had in Stockholm all the heads of European police training at the annual conference for the European Union. And out of this conference comes a lot of things, but especially a police atlas with a schedule of police forces in Europe, and a language lexicon. So there's a lot of things going on — the Schengen Agreement, for instance. It's an agreement about the border patrols, how to use a computer net to check who's going here and going there. It's just in seven countries so far. But anyway, I think that if police cooperation in Europe doesn't increase, we will be the losers from the law enforcement perspective. So we have to find a way to cooperate in balance with the national interest as well. I don't think we will have a European police task force that is operational in different countries, like the FBI or something like that. But still, policing in Europe is very different. You cannot compare policing in Greece and policing in Denmark; it's two different things.

ELLONEN: What is important now, in my opinion, is this police college cooperation which started up about a year ago. There might be something coming with that in the long run.

ERIKSSON: They also had something called the

Association of European Police Colleges. It's not on a political level; it's just between the colleges, which will increase our possibilities to train police officers in different countries, to open up courses, arrange seminars — especially with further training. There will be a

"The Association of European Police Colleges will increase our possibilities to train officers in different countries. There will be no homogenization of the training, I don't believe. It's not necessary."

homogenization of the training, I don't believe. To it's not necessary.

ELLONEN: Anyway, with this cooperation, one that we learn from each other, and that's the main point. That's my hope, that when you get to know people from different countries, you get some kind of perspective on your own thing, too. You can't, perhaps, steal the cake, as Nils said, but you can take some pieces and keep some pieces, too.

Upcoming Events

NOVEMBER

- 16-18. School of Evidence Photography.** Presented by the Evidence Photographers International Council. Tempe, Ariz. \$295.
- 18. Oleoresin Capsicum Aerosol Training Instructor Course.** Presented by Performance Dimensions Inc. Harrisburg, Pa. \$195.
- 18-20. Firearm Alternative Survival Tactics.** Presented by Modern Warrior Defensive Tactics Institute. Lindenhurst, N.Y. \$300.
- 18-20. Street Survival '96.** Presented by Calibre Press. Seattle. \$179/\$155/\$105.
- 18-20. High-Risk Incident Management.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$450.
- 18-22. Advanced Management College (Police Ethics: Understanding the Present through the Classics).** Presented by the Southwestern Law Enforcement Institute. Dallas. \$295/\$395.
- 18-22. DWI Instructor Course.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.
- 18-22. Managing the Patrol Function.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.
- 18-22. Criminal Patrol Drug Enforcement.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.
- 18-22. Verbal Judo Instructor II — Advanced Course.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$550.
- 18-22. Crime Scene Technology 3.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$650.
- 19. Managing Change.** Presented by the New England Institute of Law Enforcement Management. Babson Park, Mass.

- 19. Use of Force.** Presented by Performance Dimensions Inc. Harrisburg, Pa. \$95.
- 19-20. Body Language & Interviewing Techniques for Police.** Presented by Hutchinson Law Enforcement Training, LLC. New Braintree, Mass.
- 20. Anti-Harassment Workshop.** Presented by the New England Institute of Law Enforcement Management. Babson Park, Mass.
- 20. Management of Aggressive Behavior — Verbal/Non-Verbal.** Presented by Performance Dimensions Inc. Harrisburg, Pa. \$95.
- 20-21. Community Policing.** Presented by Hutchinson Law Enforcement Training, LLC. Peekskill, N.Y.
- 21. Contemporary Legal Risks.** Presented by the New England Institute of Law Enforcement Management. Babson Park, Mass.
- 21. Domestic Violence.** Presented by Hutchinson Law Enforcement Training, LLC. Granby, Conn.
- 21-22. Confrontational Handcuffing.** Presented by Modern Warrior Defensive Tactics Institute. Lindenhurst, N.Y. \$300.
- 21-22. Breakthrough Strategies to Teach & Counsel Troubled Youth.** Presented by Youth Change. Austin, Texas. \$125.
- 22. Child Abuse.** Presented by Hutchinson Law Enforcement Training, LLC. Granby, Conn.
- DECEMBER**
- 2-4. Street Survival '96.** Presented by Calibre Press. Las Vegas. \$179/\$155/\$105.
- 2-4. Monadnock Defensive Tactics System Instructor Course.** Presented by Performance Dimensions Inc. Fairfax, Va. \$325.
- 2-6. Defense Without Damage: Instructor Training.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$275.
- University Traffic Institute.** Evanston, Ill. \$550.
- 2-6. Investigative Photography 1.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$600.
- 2-6. Managing Criminal Investigators & Investigations.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.
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- 2-6. Breakthrough Strategies to Teach & Counsel Troubled Youth.** Presented by Youth Change. Sacramento, Calif. \$125.
- 2-6. Investigation of Motorcycle Accidents.** Presented by the Institute of Police Technology & Management. Phoenix. \$495.
- 2-20. Command Training Program.** Presented by the New England Institute of Law Enforcement Management. Babson Park, Mass.
- 4-5. Raid Planning, Preparation & Execution.** Presented by Hutchinson Law Enforcement Training, LLC. Granby, Conn.
- 5-6. Monadnock Expandable Baton Instructor Course.** Presented by Performance Dimensions Inc. Fairfax, Va. \$295.
- 5-6. Breakthrough Strategies to Teach & Counsel Troubled Youth.** Presented by Youth Change. Sacramento, Calif. \$125.
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- 9-11. Street Survival '96.** Presented by Calibre Press. Las Vegas/Toledo, Ohio. \$179/\$155/\$105.
- 9-12. Managing the Field Training Process.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$500.
- 9-12. Police/Media Relations.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.
- 9-13. Administration & Management of Training.** Presented by the Southwestern Law Enforcement Institute. Dallas. \$295/\$395.
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- 11-13. Field Training Program for Communications Officers.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$375.
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Hutchinson Law Enforcement Training, LLC, P.O. Box 822, Granby, CT 06035. (860) 653-0788. E-mail: dhutch@snet.net. Internet: <http://www.patriotweb.com/hlet>

Institute for Management & Police Effectiveness, P.O. Box 20562, Mesa, AZ 85277-0562. (602) 641-8835. Fax: (602) 641-4624.

Institute of Criminal Justice Studies, Southwest Texas State University, West Campus, Canyon Hall, San Marcos, TX 78666-4610. (512) 245-3030. Fax: (512) 245-2834

Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216. (904) 646-2722.

Investigators Drug School, P.O. Box 1739,

Fort Lauderdale, FL 33312. Fax: (305) 753-9493.

Justice Research Institute, 6548 N. Sheridan Rd., Chicago, IL 60628. (312) 761-8311. Fax: (312) 761-8392.

Modern Warrior Defensive Tactics Institute, 711 N. Wellwood Ave., Lindenhurst, NY 11757. (516) 226-8383.

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Forum: The role of auxiliary police in combating terrorism

Continued from Page 12

efforts are needed to combat terrorism. The resulting synergism can accomplish much more than their isolated individual efforts. Citizens need to be included in governmental planning to combat terrorism. Surely their additional eyes and ears could help to report suspicious behavior. Remember again Beatty's observation that in the realm of terrorism, if you are reacting to an emergency, such as a bombing, you have already lost the battle, and maybe the war.

A number of new strategies have been introduced in recent years in order to strengthen local crime prevention efforts, including improved street lighting, property identification, home and business security surveys, and special crime or neighborhood watch programs that may or may not have a citizen patrol component. However, the idea of calling upon the community for assistance is often seen as a last resort, and when the call has gone out it is typically limited to asking citizens to respond to a toll-free hot line or E-mail address. Not surprisingly, the police often receive numerous calls that have little validity or value. Furthermore, while reserves and auxiliary units have been recruited by many police agencies, they are sometimes viewed as competitors because patrol officers feel that their jobs are threatened by unpaid volunteers.

Despite aforementioned drawbacks, there are several ways in which auxiliary police or reserves could be utilized in a day-to-day way for the purposes of promoting counterterrorism. For starters, the Federal Government could officially recognize the potential contributions of volunteer police by estab-

lishing a special training division at one or more of its training centers. Such centers would teach appropriate reporting techniques, crime prevention and surveillance skills. Further, state governments could establish and train auxiliary police units for the specific purpose of screening employees in sabotage-prone industries, such as the airlines. Auxiliaries with appropriate training also could be assigned to teach crime prevention skills to the general public at Citizen Police Academies.

The regular use of auxiliary police personnel would appear to be a natural

type of counterterrorism strategy. If governments were to recognize their potential the forces marshaled against terrorism could be doubled or even tripled in a short span of time. Synergism occurs when people and governmental organizations channel their energies toward a common purpose and accomplish what they could not have achieved alone. Citizens who are auxiliary police officers or who have been trained by them are a tremendous untapped reservoir in the prevention of terrorism, awaiting only an official with the insight and will to open the faucet.

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And for the most part, according to a new study, police officers are killing themselves. The suicide watch is on **Page 1.**

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